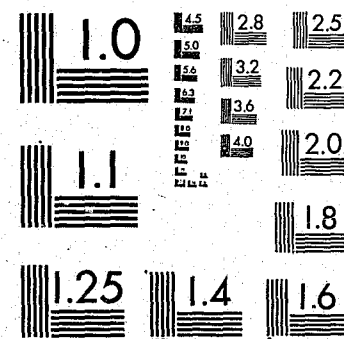


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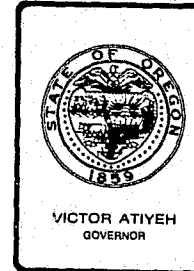
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GOVERNOR'S TASK FORCE
on
REGIONAL CORRECTIONAL FACILITIES



REPORT
to
THE GOVERNOR
JUNE 1980



Department of Human Resources
CORRECTIONS DIVISION

2575 CENTER STREET N.E., SALEM, OREGON 97310 PHONE 378-2467

In November of 1979, the Governor's Task Force on Regional Correctional Facilities was formed. The mandate of this Task Force was to determine whether local governments in Oregon and the State might develop new collaborative working relationships to avoid either the under-utilization of existing resources or costly duplications in the development of new facilities.

Both Task Force members and subcommittee members gave generously of their time in an effort to complete the assignment early this summer to allow for a full review of its findings by both the Governor and the Legislative Assembly prior to the opening of the 1981 Legislative session. Sixteen meetings were held in eight different cities during the course of the Task Force and subcommittee deliberations. In addition, applications for assistance were mailed to all county governments with requests that they document their present or future correctional facilities needs that might in part or whole be addressed through collaborative efforts with the State. Numbers of inquiries were received and applications submitted by six local governments from two regions of the Willamette Valley which contain more than one-half of the state's population.

The issues addressed during our deliberations were neither simple nor unemotional - how many jail/prison beds are now needed? how many will be needed? how do you measure this need? once the need is determined, where do you build? who pays? who manages? who has ultimate responsibility? The Task Force and subcommittee members explored these and other questions carefully. Their findings and recommendations should serve as a sound basis upon which public policy in this field can be formed.

I wish to convey both to the Task Force and subcommittee membership and to the staff my appreciation for a job well done.

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**R.J. Watson Chairman, Governor's
Task Force on Regional Facilities**

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The Honorable Ed Lindquist
Representative
Oregon Legislature

The Honorable Hank Dougherty
Chairman
Polk County Board of Commissioners

The Honorable Kip Lombard
Representative
Oregon Legislature

The Honorable Dick Groener
Senator
Oregon Legislature

The Honorable Hollie Pihl
Judge of the Circuit Court
Washington County

The Honorable Dale White
Judge
Harney County

GOVERNOR'S TASK FORCE ON REGIONAL CORRECTIONAL FACILITIES

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EXECUTIVE SUMMARY

SUMMARY OF TASK FORCE RECOMMENDATIONS

SPACE NEEDS

As a first priority, the construction of seven hundred and fifty new medium security bed spaces for the combined use of Clackamas, Multnomah, and Washington counties and the State.

As a second priority, the State should consider the construction of a 320 bed medium security Regional Facility for the combined use of Marion, Polk and Yamhill counties and the State.

The State examined the possibility of adding new bed spaces to existing county facilities in the event short-term relief is required.

New correctional facilities in Oregon should be constructed to meet the standards established by the American Correctional Association.

STATE/LOCAL RELATIONSHIPS

The State assume management responsibility for Regional Correctional Facilities.

Construction of Regional Correctional Facilities should be 100% funded by the State.

Participating counties should pay for the bed spaces and programs utilized by them in a Regional Correctional Facility on a cost per diem basis.

Participating counties should obligate for a minimum number of bed spaces in a Regional Facility.

COMMUNITY CORRECTIONS/FIELD SERVICES

The State formulate, as a part of its planning effort for regional facilities, an operations program that takes full advantage of services now available through Community Corrections and Field Services programs.

Community corrections programs be maintained at their present levels of funding.

The community corrections "payback" be eliminated for counties that do not have Regional Correctional Facilities services available to them.

STATUTORY IMPLICATIONS

The Legislature enacted a law, modeled after ORS Chapter 773 (which established landfill siting procedures for the Department of Environmental Quality in the Metropolitan Service District), for the siting of Regional Correctional Facilities. The new law should enable counties to first attempt to site Regional Correctional Facilities. However, if the county governments failed to do so, then the authority for siting would rest with the State Corrections Division.

ORS 169.680 (2) be repealed.

ORS 423.530 be amended to eliminate the "payback" requirement for counties that do not have the resources of a Regional Correctional Facility made available to them.

GOVERNOR'S TASK FORCE ON REGIONAL CORRECTIONAL FACILITIES

EXECUTIVE SUMMARY

The Oregon Legislature in 1971 authorized the establishment of Regional Correctional Facilities (ORS 169.610-680).

During the 1979 Legislative session, local government response to this legislation led the Joint Ways and Means Committee to ask for the development of "a comprehensive plan which considers local needs on a statewide basis and coordinates those needs with the State's requirements for additional facilities for felon offenders."

The Governor's Task Force on Regional Correctional Facilities was formed to develop a comprehensive correctional facilities plan.

The Task Force established as its first objective the development of guidelines within which local government requests for assistance could be received and evaluated.

Three subcommittees were formed to examine: 1) the current and projected facilities space needs of both local and state government systems; 2) the potential impact of the development of a regional facility on Field Services/Community Corrections programs; and 3) the manner in which a regional facility designed to serve both local and state governments might best be administered.

The subcommittees held eleven (11) meetings in seven (7) different cities to solicit input from local government officials.

Reports from each of the subcommittees were received and accepted with amendments at the February 21-22 Task Force meetings held in Medford.

Guidelines were established and county governments were asked to apply for assistance by region if there existed a need for additional bed space in their region. Applications were presented and reviewed by the Task Force at its final meeting in The Dalles on June 12-13 and final recommendations formulated.

Background
Information

The Process

*The
Guidelines*

Task Force Guidelines and a Local Government Application format were developed from the findings and recommendations of the subcommittees as accepted by the Task Force.

Principle among these findings/recommendations were:

- the current need for additional bed space in the Multnomah, Washington, Clackamas, Tri-county area;
- the identification of preferred measurements in the determination of future facilities needs for both misdemeanor and felon populations;
- that Regional Correctional Facilities should be medium security facilities designed to house sentenced adults, including male and female misdemeanants and felons;
- the primary responsibility for the construction and operation of a Regional Correctional Facility should rest with the State;
- the State should fund 100% of construction costs, with operational costs allocated proportionately to local and state governments on a per diem use basis.

Application packets were sent to all counties in Oregon.

Applications were received from two regions, the Mid-Valley Region - Marion, Polk and Yamhill counties and the Metropolitan Region - Clackamas, Multnomah and Washington counties.

*The
Applicants*

The Mid-Valley Region identified a projected local bed need of 120 in a proposal for a 320 bed facility with 200 beds allocated for State use.

The Metropolitan Region proposed a 300 bed facility with no clear delineation of a local government use pattern or projected county needs.

*Findings &
Recommendations*

The Task Force found an immediate need for 750 additional beds in the Metropolitan Region.

The Task Force recommends as its first priority the construction of 750 medium security beds in the Metropolitan Region for sentenced felons and misdemeanants to be 100% financed by the State and managed by the State Corrections Division. These facilities are intended to serve both local and state systems. Operations costs are to be paid for by the user governments on a cost per diem basis.

The Task Force found a need for an additional 320 beds in the Mid-Valley Region - 200 to be allocated to the state needs and 120 to be allocated to local needs.

The Task Force recommends as a second priority the construction of 320 medium security beds in the Mid-Valley Region.

The Task Force found the Community Corrections and Corrections Division's Field Services programs to be effective, highly valuable components of Oregon's corrections systems.

The Task Force recommends continued funding of these programs as complementing components of future correctional facilities development.

INTRODUCTION

INTRODUCTION

In 1971, the Oregon Legislature enacted legislation (ORS 169.610-680) that authorized the establishment of regional correctional facilities by local governments. These statutes encouraged a regional approach for the stated purpose of encouraging "better rehabilitative care to misdemeanants". The State further authorized a financial match of no more than 50% state funds to finance a regional correctional facility.

169.610 POLICY. It is the policy of the Legislative Assembly to encourage better rehabilitative care to misdemeanants by encouraging the establishment of regional correctional facilities that can effectively provide a program that not only includes better custodial facilities but also that can provide work release, educational and other types of leave, and parole supervision by the Corrections Division.

169.620 "REGIONAL CORRECTIONAL FACILITY" DEFINED. As used in ORS 169.610 to 169.680, "regional correctional facility" means a correctional facility used primarily to house misdemeanor prisoners, prisoners convicted of violation of municipal ordinances and persons having pre-trial or post-trial status.

169.630 JOINT OPERATION OF FACILITIES; OPERATION BY CORRECTIONS DIVISION. (1) Two or more counties or, two or more cities, or any combination of them, may by agreement entered into pursuant to ORS chapter 190, operate a regional correctional facility.

(2) Pursuant to agreement with two or more counties or two or more cities, or a combination of them, the Corrections Division may operate a regional correctional facility.

169.640 STATUS OF FACILITY FOR CUSTODY OF MISDEMEANANTS AND VIOLATORS. (1) For purposes of sentencing and custody of a misdemeanor, a regional correctional facility shall be considered a county local correctional facility.

(2) For purposes of sentencing or custody of a person for violating a city ordinance, the regional correctional facility shall be considered a city local correctional facility.

169.650 STATUS OF FACILITY OPERATED BY CORRECTIONS DIVISION. A regional correctional facility operated under agreement by the Corrections Division is not a state institution but it may be located in the same buildings as are used for a branch facility authorized by ORS 421.805.

169.660 STATUS OF PERSONS CONFINED IN FACILITY OPERATED BY CORRECTIONS DIVISION. Persons confined in a regional correctional facility operated by the Corrections Division shall be considered to be in the custody of the division and shall be subject to such rules and regulations as the division may prescribe.

169.670 TRANSFER OF PERSONS TO FACILITY OPERATED BY CORRECTIONS DIVISION; COSTS; RETURN; EXCF TION. Whenever the governing body of a county or city transfers a misdemeanor or violator or a person with pre-trial or post-trial status to a regional correctional facility operated by the Corrections Division, the county or city shall pay the cost of transportation to and from the facility and other expenses incidental thereto, including the expenses of law enforcement officers accompanying him. The Corrections Division shall cause at the expense of the county or city, each misdemeanor, violator or person with pre-trial or post-trial status transferred to its custody under ORS 169.660 to be returned upon request of the governing body of the county or city. However, such return is not required when the release is pursuant to work release or parole where other arrangements have been made for his placement.

169.680 REIMBURSEMENT BY STATE FOR EXPENSES INCURRED BY CITY OR COUNTY IN OPERATING FACILITY. (1) Subject to the availability of funds therefore, expenditures incurred by county or city for a regional correctional facility, whether operated by the county, city or under agreement with the Corrections Division, may be subject to reimbursement by the state in accordance with the provisions of this section and the regulations of the Corrections Division.

(2) Upon the approval of a county or city plan for a regional correctional facility, whether to be operated directly or by agreement with the Corrections Division, the Corrections Division may enter into a matching fund relationship with the county or city to finance the regional correctional facility. In all cases the matching formula shall be no greater than 50 percent state funds to 50 percent local funds.

(3) Subject to appropriation therefore, there may be paid to each county or city on account of expenditures subject to reimbursement, 50 percent of the net amount expended from county or city funds. Any moneys received by the county or city except state grants or federal funds, shall be considered a portion of the county or city's contribution for the purpose of determining the net amount of funds expended.

(4) When certified by the Assistant Director for Corrections, claims for state reimbursement shall be paid in the same manner as other claims against the state are paid.

The first request from local governments for financial assistance as provided for in ORS 169.680 (2) was received during the 1979 Legislative session. In response to this request, the Joint Committee on Ways and Means determined that prior to the commitment of State resources to regional correctional facilities, "the State should develop a comprehensive plan which considers local needs on a statewide basis and coordinates those needs with the State's requirement for additional facilities for felon offenders."

The Committee called for the formation of a Task Force to include legislative and local representation, "to examine the various factors which impact local jail and correctional institution populations and develop a plan to meet projected population increases." The Committee further directed that the Task Force complete its work by July 1, 1980 to ensure consideration by the Governor for inclusion in his 1981 budget recommendations.

In November 1979, the Governor's Task Force on Regional Correctional Facilities was formed. The Task Force was charged with the responsibility of developing a comprehensive approach for local and state correctional facilities development. During its deliberations, the Task Force and its subcommittees solicited responses from local government representatives in meetings in eight cities.

The Task Force also received testimony from both architectural and bonding specialists. The most pertinent comments received concerned projected costs of correctional facility construction and the potential difficulties to be faced in cross-county bonding. The costs for a medium security facility were anticipated to be within the range of \$50,000 to \$60,000 per bed space in 1980 dollars. An inflation factor of 12-15% per year was suggested. The recommended design approach would include 550-600 square feet per person for the total facility; of this, 225 square feet were allocated for living space and 325-375 square feet for support services and program space.

A number of approaches to local government bonded financing of Regional Correctional Facilities were discussed. However, each approach presented difficult legal issues. This is particularly true for counties not already a part of an intergovernmental service district. State bonded financing of correctional facilities would require both a constitutional amendment and a subsequent approval of a specific levy by the voters.

Following is a list of the Task Force membership and nominators

MEMBERS

TASK FORCE ON REGIONAL CORRECTIONAL FACILITIES

MEMBERS:

The Honorable Dale White
Judge, Harney County

The Honorable Kip Lombard
Oregon State Representative

The Honorable Ed Lindquist
Oregon State Representative

The Honorable Dick Groener
Oregon State Senator

The Honorable Hank Dougherty, Chairman
Polk County Board of Commissioners

The Honorable Hollie Pihl
Circuit Judge, Washington County

Warren "Bud" Barnes
Sheriff, Washington County

Harl Haas
District Attorney, Multnomah County

Bill Cogswell
Chairman, Board of Parole

Bob Watson
Administrator, Corrections Division

NOMINATED BY:

The Honorable Bob Smith
Senate Minority Leader

The Honorable Gary Wilhelms
House Minority Leader

The Honorable Hardy Myers
Speaker of the House

The Honorable Jason Boe
President of the Senate

P. Jerry Orrick, Executive Director
Association of Oregon Counties

William M. Dale, Jr., President
Circuit Judges Association

Kenneth D. Goin, President
Sheriffs Association

Harl Haas, President
District Attorneys Association

The Honorable Victor Atiyeh
Governor, State of Oregon

The Honorable Victor Atiyeh
Governor, State of Oregon

THE PROCESS

THE PROCESS

To conduct its initial work, the Task Force was divided into three subcommittees:

1) SPACE NEEDS - Harl Haas, Chairman, Dick Groener; 2) COMMUNITY CORRECTIONS - Bud Barnes, Chairman, Ed Lindquist; 3) LOCAL/STATE CONTROL - Dale White, Chairman, Bill Cogswell, Hank Dougherty. In addition, Judge Pihl was asked to serve as legal analyst for the committees. The subcommittee chairmen were asked to appoint additional subcommittee members and proceed in the manner they deemed most appropriate in the examination of their assigned areas of concern.

The areas of concern were: Space Needs Subcommittee - to assess current correctional facilities needs and to determine the manner in which state and local governments might most accurately project their future corrections bed space needs; Local/State Control Subcommittee - to determine the best administrative/operations structure for a regional correctional facility designed to service both state and local corrections systems; and, Community Corrections Subcommittee - to evaluate the potential impact of a regional correctional facility on Field Services/Community Corrections programs and determine guidelines for the planning and implementation of a regional facility that would ensure maximum utilization of existing corrections resources. The final product of this stage of the Task Force work involved the assimilation by the Task Force of the subcommittee findings into a set of guidelines under which local government proposals for state assistance in the development of regional correctional facilities might be evaluated.

The composition of the subcommittees follows:

SPACE NEEDS SUBCOMMITTEE - Harl Haas, Multnomah County District Attorney, Chairman; Senator Richard Groener, Task Force member; James Ellis, Circuit Court Judge, Multnomah County; John Piacentini, President Plaid Pantry Stores, Inc.; Kenneth Goin, Sheriff, Linn County; Ruth Hocks, Administrator of Holladay Park Hospital; and Harry Ward, Oregon State Employees Association.

COMMUNITY CORRECTIONS SUBCOMMITTEE - Warren B. Barnes, Sheriff, Washington County, Chairman; Representative Ed Lindquist, Task Force member; Billy Wasson, Director, Marion County Community Corrections; Bill Brandt, Staff Assistant, Local Government Corrections, Corrections Division; Deke Olmsted, Director, Washington County Department of Community Corrections; Carl Mason, Director, Multnomah County Corrections Division; Ted Abrams, Circuit Court Judge, Klamath County; Robin O'Brien, Oregon Association of Counties; and William Lasswell, District Attorney, Douglas County.

LOCAL/STATE CONTROL SUBCOMMITTEE - Judge Dale White, Chairman; Hank Dougherty, Polk County Commissioner, Task Force member; Bill Cogswell, Chairman, Oregon Parole Board, Task Force member; Randy Franke, Marion County Commissioner; Jerry Justice, Clackamas County Administrative Officer; Jerry Hawley, B.P.S.T., Corrections Training Coordinator; and Lester Belleque, Chief Jail Inspector, Corrections Division.

Subcommittee meetings were held throughout the state to provide an opportunity for local government officials to present their views regarding matters before the Task Force. Eleven meetings were held in seven different cities during a six week period. Public testimony was received at seven of these meetings.

SUBCOMMITTEE MEETING SCHEDULE

DATE	SUBCOMMITTEE	LOCATION
JANUARY 8	SPACE NEEDS *	SALEM
JANUARY 21	COMMUNITY CORRECTIONS	SALEM
JANUARY 22	SPACE NEEDS *	PORTLAND
JANUARY 25	LOCAL/STATE	PORTLAND
JANUARY 28	SPACE NEEDS *	McMINNVILLE
FEBRUARY 5	COMMUNITY CORRECTIONS	PORTLAND
FEBRUARY 5	SPACE NEEDS *	PENDLETON
FEBRUARY 11	LOCAL/STATE *	BURNS
FEBRUARY 14	SPACE NEEDS *	COOS BAY
FEBRUARY 19	SPACE NEEDS	PORTLAND
FEBRUARY 21	LOCAL/STATE *	MEDFORD

* Indicates meetings held to receive public testimony.

In addition to receiving public testimony, two subcommittees, Space Needs and Community Corrections, sent questionnaires to each county requesting information about their current jail populations, current and future space needs, field services/community corrections programs, and future plans for facility or program expansion.

The Task Force held five meetings in four different cities.

TASK FORCE MEETING SCHEDULE

DATE	LOCATION
NOVEMBER 20, 1979	SALEM
DECEMBER 14, 1979	PORTLAND
JANUARY 25, 1980	PORTLAND
FEBRUARY 21-22, 1980	MEDFORD
JUNE 12-13, 1980	THE DALLES

The initial three meetings were organizational in nature and included the receipt of testimony from architectural and bonding specialists as background information for the Task Force members.

At the February 21-22 meetings in Medford, the Task Force received reports from each of the three subcommittees (Appendix I) and from Judge Pihl concerning the legal implications of the subcommittee recommendations. From these reports, the guidelines for Task Force evaluation of local government applications for Regional Correctional Facilities were formed. The complete application packet is available in Appendix III of this report.

The final Task Force meetings were held to review the applications received from local governments. Applications were received from two regions: the Mid-Valley Region -- Marion, Polk, and Yamhill counties; and, the Metropolitan Region -- Clackamas, Multnomah, and Washington counties. Presentations were received from the applicant regions and the Task Force formulated its final recommendations.

CORRECTIONS IN OREGON
AN OVERVIEW

CORRECTIONS IN OREGON - AN OVERVIEW

Corrections in Oregon consists of state and local systems that provide both institutional and community-based supervision. The State Corrections Division is responsible for convicted adult felony offenders with sentences of greater than one year. Local programs are responsible both for convicted misdemeanants and convicted felons with sentences less than one year.

The 1976 Governor's Task Force on Corrections provides an introductory overview of Oregon's criminal justice system. "Persons are committed to corrections supervision only after flowing through the criminal justice system processes of observation or reporting of criminal behavior, apprehension by law enforcement agencies, court adjudication, and sentencing. The number of crimes reported exceeds the number of arrests for various reasons: many crimes are never solved; some offenders commit multiple crimes; or some reported crimes may be false. There are fewer felony cases brought to court than there are arrests because many cases are not prosecuted, many of the arrests are for misdemeanor crimes, and many arrests involve juveniles who are subsequently processed in the juvenile justice system. Only a portion of the felony cases result in commitments to state corrections supervision because some cases are plea bargained to misdemeanor offenses, some offenders are adjudged 'not guilty' or 'not guilty by reason of mental disease or defect', and a few convicted felons are sentenced to county jails or local probation supervision. For these reasons, the Oregon State Corrections Division receives only part of the total flow through the criminal justice system. Any significant change in the activity of another part of the system is likely to produce a significant residual effect upon the corrections system. The

corrections system has little control over the numbers of clients or their length of stay, since sentencing decisions are made by the courts and release decisions by the parole board."

Both state and local corrections systems provide institutional and community based supervision for offenders sentenced to their custody. The State presently maintains approximately twenty-nine hundred (2,900) beds in its three main correctional facilities and their satellite units. As of December 31, 1978, Oregon reportedly ranked 19th in the nation in numbers of persons incarcerated in state facilities per 100,000 population (Table I). The Oregon State Penitentiary (OSP), Oregon's largest correctional facility, was established in 1866. It is today composed of a maximum security main facility which was substantially rebuilt in the late 1960's, a farm annex, and a forest camp. These facilities hold nearly 60% of the State's prison population. The Oregon State Correctional Institution (OSCI) began operation in 1959 as a medium security facility with programming emphasis on academic education, vocational training, counseling, religion and recreation. OSCI houses 25% of Oregon's prison inmates. The Oregon Women's Correctional Center (OWCC) which began operation in 1965, has a capacity of 70 women and today houses just over 2% of the total prison population. The remaining 15% of Oregon's inmate population are housed in either the Corrections Division Release Center, the division wards at the Oregon State Hospital, or in community based work release centers. On June 1, 1980, the total institution population was 2,857. An additional 97 inmates were being housed in work release centers on that day bringing the total inmate population to 2,954. A breakdown of this population by institution is presented in Table II.

During the mid-1970's the State Corrections Division experienced a rapid increase in its total inmate population. In late 1973 and early 1974, the total inmate population dropped below 1,750. From that time until mid-1977, the number of inmates in Oregon's state system increased by more than 1,000. Since mid-1977, this

population has remained relatively constant, fluctuating between a low of 2,818 in October of 1978 and a high of 3,120 in January of this year (Table III).

During the past four years, the number of persons admitted to Oregon's state correctional institutions both for new offenses and parole violations has consistently exceeded the number of inmates paroled or discharged. This increase in admissions has outpaced releases even though the number of persons paroled during 1979 was 1,727, an increase of more than 1,000 from the 1976 level (Table IV).

A three year analysis of commitments to the State's correctional institutions by county shows the expected direct relationship between county population and number of persons sentenced to the state system (Table V). The State's two largest counties, Multnomah and Lane, while containing 25% and 10% of Oregon's population respectively, have been the counties of origin for 31% and 13% of all commitments during the past three years. In combination, these two counties contribute 9% more to the total prison population than is reflected in the proportion of their total population with the State's population. Conversely, the next two largest counties, Washington and Clackamas, together contain 18% of the State's total population but have contributed only 8% of the State's prison population. This analysis also shows that approximately one-half of all state commitments occur as a result of conviction for a Class C felony.

The State also provides statewide parole and probation supervision services to more than twelve thousand offenders through 33 offices organized into three regions. Since 1975, the number of persons under parole or probation state supervision has increased by 95%.

At the local level, Oregon counties maintain thirty-eight jails containing a reported 2,531 beds. These county facilities range in size from one bed in Gilliam County to three hundred beds in Multnomah County's Rock Butte jail (Table VI). Substantial county jail construction has occurred during the last decade. Four new county facilities with combined capacities of 257 beds were opened between 1973 and 1978.

In 1979, new county correctional facilities were opened in Deschutes (capacity - 70), Lane (capacity - 216), and Union (capacity - 36). County correctional facilities with total capacities of 278 beds are presently under construction in Clatsop, Jackson, and Lane counties. The thirteen counties which are now in some stage of planning for expansion or new construction are: Clackamas, Coos, Curry, Grant, Hood River, Josephine, Lincoln, Linn, Marion, Multnomah, Umatilla, Wasco, and Washington.

Preliminary results from the survey of jails conducted by the Space Needs Subcommittee show that ten county jails were, at the time of the survey, holding a total of 134 inmates beyond stated capacity. The survey results further indicate that Oregon's jail population is composed primarily of persons being held awaiting trial (60%). The remaining forty percent (40%) of the jail population appears to be divided equally between sentenced misdemeanants and sentenced felons.

In addition, a more complete state-wide analysis of jail usage patterns is now under way. Complete data returns were not available in time for inclusion in this report, but the results of this analysis should be available in time for use by the Governor and the Legislature when addressing the recommendations of this report. By example, the analyses of Crook, Deschutes, Jefferson, Klamath, and Yamhill counties are available in Appendix IV of this report.

COMPARISON OF STATE INCARCERATION RATES - PRISONERS
PER 100,000 POPULATION ON 12/31/78

Ranking	State	Rate	Ranking	State	Rate
1	South Carolina	240	26	Kansas	98
2	Florida	239	27	Kentucky	97
3	North Carolina	227	28	Illinois	93
4	Georgia	214	29	Colorado	92
5	Nevada	206	30	California	88
6	Texas	195	31	Idaho	86
7	Maryland	192	32	Montana	86
8	Louisiana	187	33	Indiana	81
9	Delaware	172	34	Nebraska	78
10	Michigan	163	35	New Jersey	74
11	Virginia	153	36	Wisconsin	74
12	Arizona	147	37	South Dakota	73
13	Alabama	144	38	Iowa	70
14	Tennessee	134	39	Connecticut	70
15	Oklahoma	133	40	Utah	69
16	Ohio	124	41	Vermont	69
17	Alaska	122	42	Pennsylvania	67
18	Washington	119	43	West Virginia	64
19	Oregon	118	44	Rhode Island	56
20	Arkansas	116	45	Hawaii	55
21	Missouri	116	46	Maine	53
22	New Mexico	115	47	Massachusetts	49
23	New York	115	48	Minnesota	47
24	Mississippi	111	49	North Dakota	26
25	Wyoming	103	50	New Hampshire	18

SOURCE: Law Enforcement Assistance Administration, Prisoners in State and Federal Institutions on December 31, 1978 Advance Report

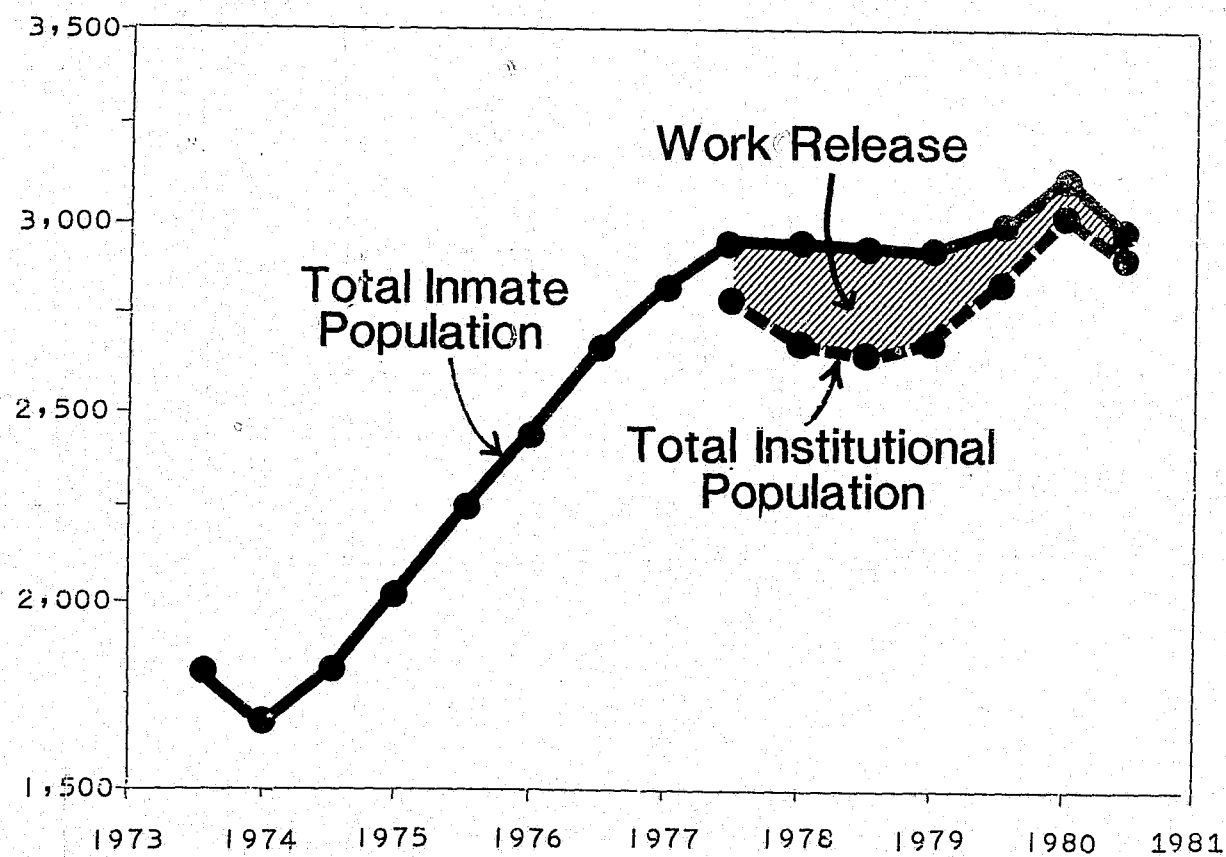
II

INSTITUTIONAL POPULATIONS ON JUNE 1, 1980

INSTITUTION	GENERAL DESIGN CAP- ACITY (SINGLE CELL PLUS 50 SQ. FT. PER INMATE DORMITORY SPACE)	GENERAL PLUS SPECIAL DESIGN CAPACITY (IN- CLUDES SPECIAL USE CELLS)	SEX		TOTALS
			MALE	FEMALE	
OWCC	76	80	-	69	69
OSCI	473	533	750	-	750
OSP - MAIN	1,107	1,268	1,473	-	1,473
ANNEX	212	212	192	-	192
CAMPS	75	75	61	-	61
CDRC	352	352	182	24	206
OSH	117	117	102	4	106
INSTITUTIONAL TOTALS	2,412	2,637	2,760	97	2,857
W/R CENTERS	135	135	83	14	97
INMATE TOTALS	2,547	2,772	2,843	111	2,954

SOURCE: CORRECTIONS DIVISION

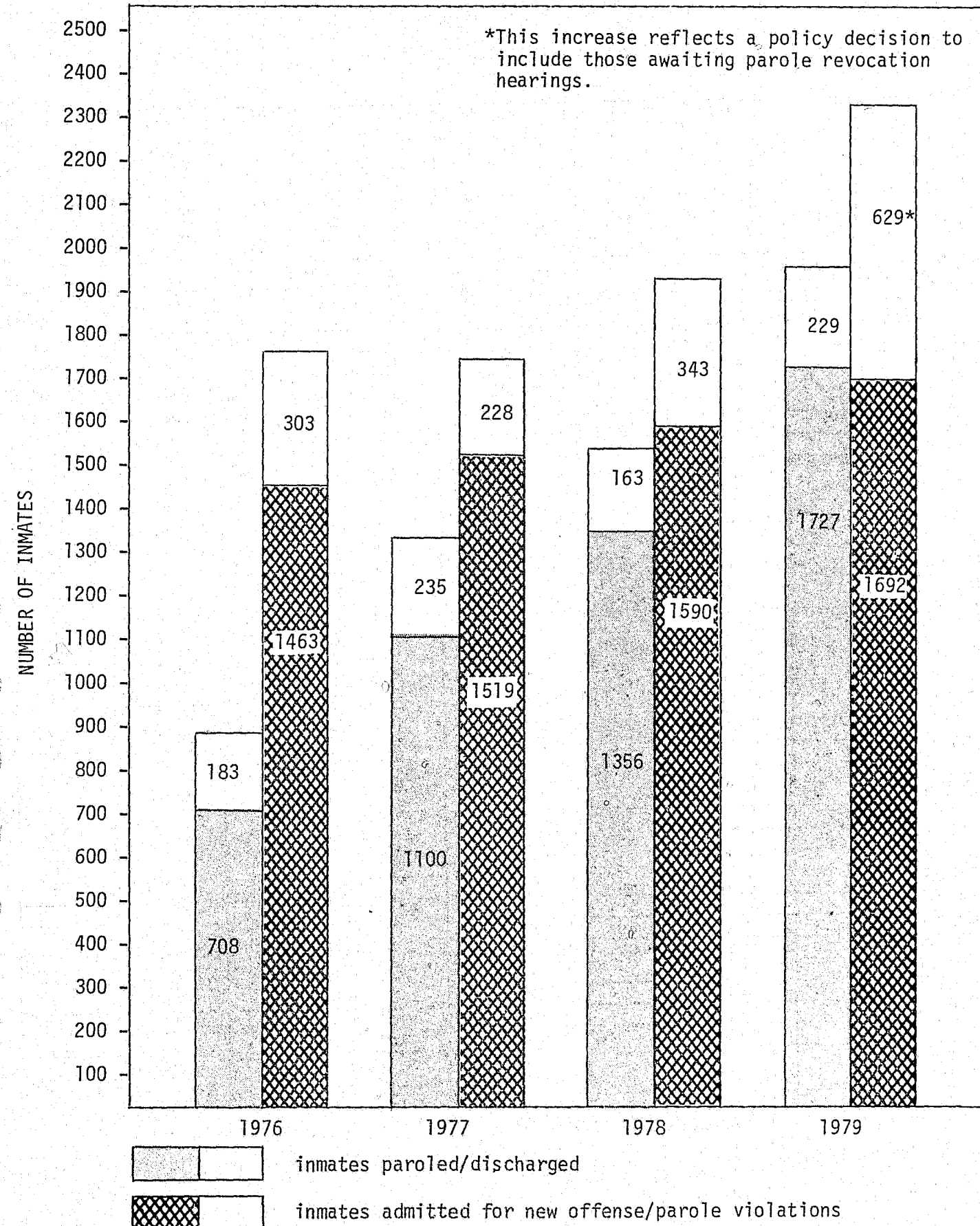
III OREGON CORRECTIONS DIVISION INMATE POPULATION



SOURCE: OREGON CORRECTIONS DIVISION DATA
NOTE: THIS GRAPH IS BASED ON 6 MONTH DATA INTERVALS

METRO 6-80

COMPARISON OF NUMBERS OF INMATES PAROLED AND DISCHARGED
FROM OREGON CORRECTIONS DIVISION WITH ADMITTEES, 1976-1979



SOURCE: CORRECTIONS DIVISION

V

COMMITMENTS TO STATE
INSTITUTIONS, BY COUNTY, 1977-1979

COUNTY	1977				1978				1979			
	TOTAL	CLASS A&B & UNC	CLASS C	% OF C	TOTAL	CLASS A&B & UNC	CLASS C	% OF C	TOTAL	CLASS A&B & UNC	CLASS C	% OF C
BAKER	7	2	5	77%	9	4	5	56%	8	5	3	38%
BENTON	14	6	8	57%	36	15	21	58%	34	18	16	47%
CLACKAMAS	62	41	21	34%	61	31	30	49%	74	47	27	36%
CLATSOP	12	0	12	100%	22	11	11	50%	16	4	12	75%
COLUMBIA	9	5	4	44%	7	1	6	86%	12	5	7	58%
COOS	48	19	29	60%	51	17	34	67%	53	21	32	60%
CROOK	9	4	5	56%	14	5	9	64%	9	0	9	100%
CURRY	7	3	4	57%	11	7	4	36%	12	6	6	50%
DESCHUTES	46	21	25	54%	38	16	22	58%	37	11	26	70%
DOUGLAS	58	33	25	43%	59	24	35	59%	78	38	40	51%
GILLIAM	0	0	0	0%	0	0	0	0%	1	1	0	0%
GRANT	2	0	2	100%	2	1	1	50%	2	0	2	100%
HARNEY	2	2	0	0%	3	0	3	100%	5	3	2	40%
HOOD RIVER	9	2	7	78%	12	3	9	75%	9	5	4	44%
JACKSON	86	38	48	56%	67	35	32	48%	90	44	46	51%
JEFFERSON	20	5	15	75%	14	5	9	64%	14	3	11	79%
JOSEPHINE	33	18	15	45%	37	22	15	41%	28	14	14	50%
KLAMATH	24	15	9	38%	44	22	22	50%	43	21	22	51%
LAKE	5	0	5	100%	1	1	0	0%	2	0	2	100%
LANE	179	85	94	53%	233	111	122	52%	268	122	146	54%
LINCOLN	20	4	16	80%	43	14	29	67%	61	18	43	70%
LINN	85	41	44	52%	77	36	41	53%	87	45	42	48%
MALHEUR	19	8	11	58%	15	7	8	53%	19	8	11	58%
MARION	65	33	32	49%	65	23	42	65%	90	44	46	51%
MORROW	0	0	0	0%	3	1	2	67%	1	1	0	0%
MULTNOMAH	539	332	207	38%	544	317	227	42%	492	274	218	44%
POLK	20	9	11	55%	13	4	9	69%	22	8	14	64%
SHERMAN	4	1	3	75%	2	1	1	50%	0	0	0	0%
TILLAMOOK	13	7	6	46%	11	6	5	45%	16	11	5	31%
UMATILLA	49	20	29	59%	56	24	32	57%	71	26	45	63%
UNION	13	4	9	69%	21	11	10	48%	17	4	13	76%
WALWAS	1	0	1	100%	3	2	1	33%	0	0	0	0%
WASCO	22	9	13	59%	16	4	12	75%	18	5	13	72%
WASHINGTON	71	44	27	38%	54	28	26	48%	59	36	23	39%
WHEELER	4	1	3	75%	0	0	0	0%	0	0	0	0%
YAMHILL	12	4	8	67%	27	17	10	37%	25	18	7	28%
TOTAL	1569	816	753	48%	1671	826	845	51%	1773	866	907	51%

SOURCE: CORRECTIONS DIVISION

VI

OREGON'S COUNTY JAIL SYSTEM

COUNTY	CAPACITY	COUNTY	CAPACITY
BAKER	59	LAKE	18
BENTON	27	LANE	274
CLACKAMAS	94	LINCOLN	35
CLATSOP	34	LINN	56
COLUMBIA	34	MALHEUR	50
COOS @ COQUILLE	31	MARION	114
COOS @ NORTH BEND	41	MULTNOMAH	
CURRY	44	-CLAIRE ARGOW WOMENS CENTER	35
DESCHUTES	70	-M.C.C.I.	155
DOUGLAS @ ROSEBURG	120	-COURTHOUSE JAIL	156
DOUGLAS @ REEDSPORT	6	-ROCKY BUTTE JAIL	300
GILLIAM	1	POLK	44
GRANT	11	TILLAMOOK	45
HARNEY	20	UMATILLA	61
HOOD RIVER	31	UNION	36
JACKSON	101	WALLOWA	19
JEFFERSON	18	WASCO	54
JOSEPHINE	66	WASHINGTON	127
KLAMATH	94	WHEELER	2
		YAMHILL	48
TOTAL CAPACITY			2,531

PREDICTED NEED - THE FACTORS CONSIDERED BY THE TASK FORCE

The State is today faced with an unprecedented set of factors which are anticipated to place added pressures on an already burdened corrections system. The primary criminal justice trend indicators - reported crimes, arrest rates, felony filings, number of persons on parole and probation, parole revocations, and institutional commitments - are all on the increase. At the same time, the State is expected to experience significant population increases in the coming years. These factors coupled with the addition of new felony crimes to Oregon's statutes and Parole Board decisions which have resulted in increased average prison terms all are predictive of increasing pressures on local and state correctional facilities.

Further, recent court actions both here in Oregon and throughout the country indicate a movement towards the establishment of new definitions of "constitutionally minimum" conditions in which persons may be incarcerated. This developing body of law is anticipated to have a substantial impact on our penal facilities.

CRIMINAL JUSTICE SYSTEM "FLOW" STATISTICS

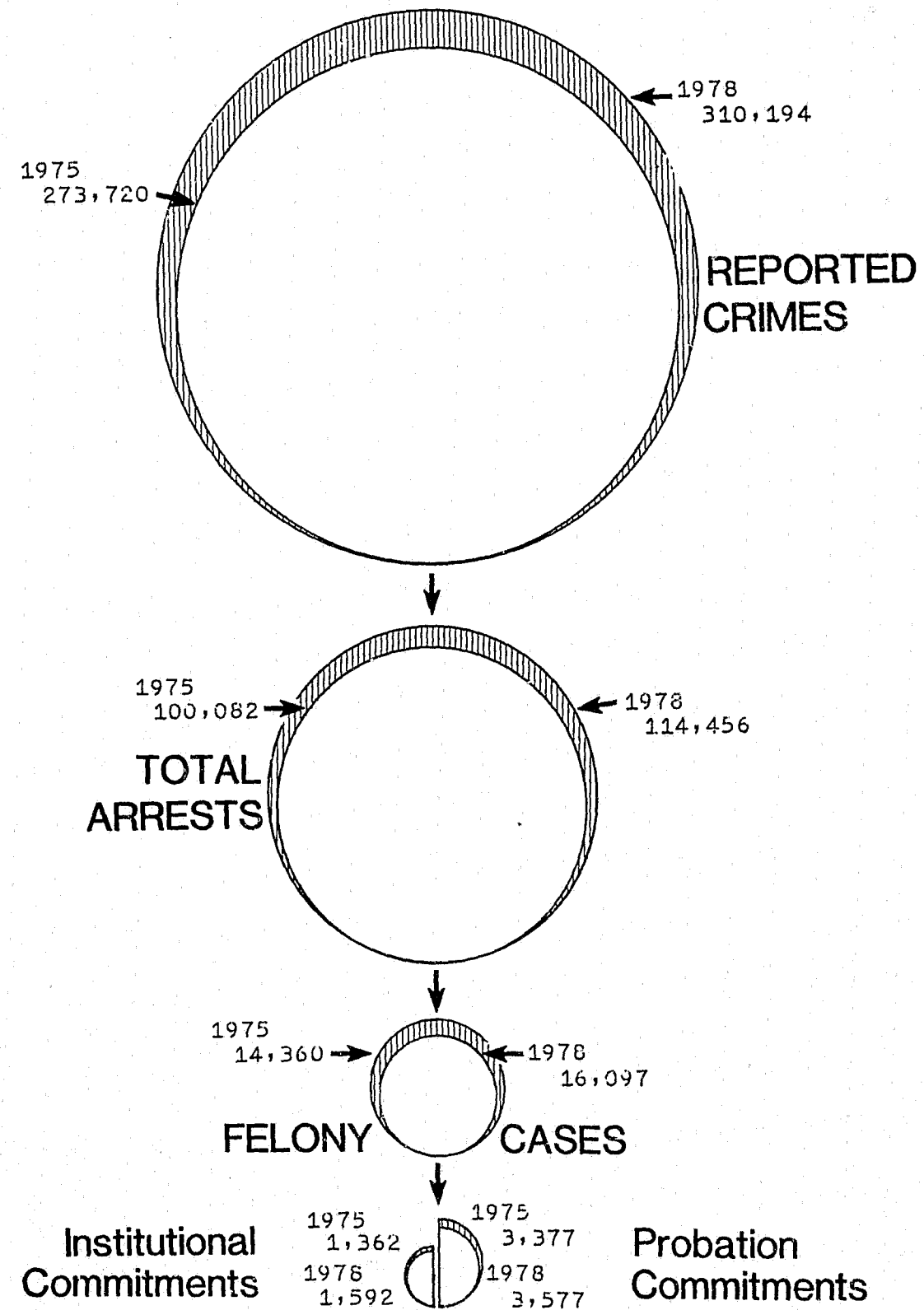
During the period 1975-1978 inclusive, reported crimes in Oregon increased from 273,720 to 310,194, an increase of 36,474 or 13.5%. Preliminary figures indicate that 336,613 crimes were reported during 1979, an increase of 26,419, or 8.5%, from the 1978 figures. Total number of arrests and felony filing have increased during this period in roughly the same proportion as shown in Tables VII and VIII. These increases have occurred during a period in which the State's "index" crime rate per 100,000 population has actually decreased.

Commitments to Oregon's institutions for new offenses have increased from 1,362 in 1975 to 1,594 in 1978, an increase of 232 or 17%. In 1979, new offense commitments again increased in number by 92 to 1,692, a 6% increase from the 1978 level.

From 1975 through 1978, probation commitments have remained relatively constant.

However, preliminary computations of 1979 figures indicate a major increase in probation commitments to a level 50% above 1978 figures.

VII CRIMINAL JUSTICE SYSTEM FLOW STATISTICS 1975 and 1978



CORRECTIONS DIVISION

SOURCE: CORRECTIONS DIVISION AND LAW ENFORCEMENT COUNCIL DATA
METRO 6-80

CRIMINAL JUSTICE SYSTEM FLOW STATISTICS BY YEAR
1975 - 1978

	1975	1976	1977	1978	TOTAL CHANGE	
					<i>By Number</i>	<i>By Percent</i>
REPORTED CRIMES	273,720	278,497	295,997	310,194	36,474	+13.5%
TOTAL ARRESTS	100,082	104,212	113,810	114,456	14,374	+14%
FELONY CASES FILED	14,360	14,485	14,174	16,097	1,637	+12%
INDEX CRIME RATE PER 100,000 POPULATION	6,632	6,315	5,918	6,012	(-620)	(-9.4%)

DATA SOURCE: Oregon Law Enforcement Council

POPULATION PROJECTIONS FOR OREGON

The 1976 Governor's Task Force Report presented the following comments on forecasting bed space needs. "Present trends indicate that overcrowding of state correctional institutions will continue in the future. Prediction of the number of inmates is imprecise due to the many variables involved, such as the amount and severity of criminal behavior, the efficiency of police and prosecutors in moving offenders through the system, and the attitudes of judges and the public that determine sentencing decisions. Historically, a measurable variable that correlates with the institutional population is the size of the "risk population" - those individuals between the ages of 15 and 29. The correlation seems logical as well as mathematical: members of this age group often seem mobile, energetic, rebellious; they suffer high rates of unemployment; most of the inmates in Oregon are in this age group; over half of the arrests for serious felonies in Oregon involve juveniles."

The most recent population projections available through the Portland State Center for Population Research and Census indicate that Oregon's population is expected to climb by approximately 1 million from its present level of 2.5 million by the year 2,000 as shown in Table IX which presents this projected growth pattern by county. However, the "risk group" portion of the Oregon total population, herein defined as all males ages 15-29 inclusive, is not expected to reflect a pattern of continued rapid growth predicted for the population as a whole.

Today, Oregon appears to be nearing the end of a steep climb in this "risk" segment of the population (Table X). During the past five years, 1975-1980, the state experienced an increase of 52,723 or 17% in the size of this age group. During the next five years, 1980-85, this portion of the overall population is expected to increase only moderately from its present level of 360,000 to 370,000, an increase of 10,000 or 3%. During the last half of this decade, 1985-90, the "risk group" population is expected to decrease by 16,000 or 4.5%. This decrease

will be followed by another moderate (5%) increase through the first half of the 1990's, after which a rapid increase in number of persons in this age group is to be expected. This anticipated rapid increase in the size of the "risk" population in the late 1990's appears comparable in rate of increase to the increase experienced during the late 1970's.

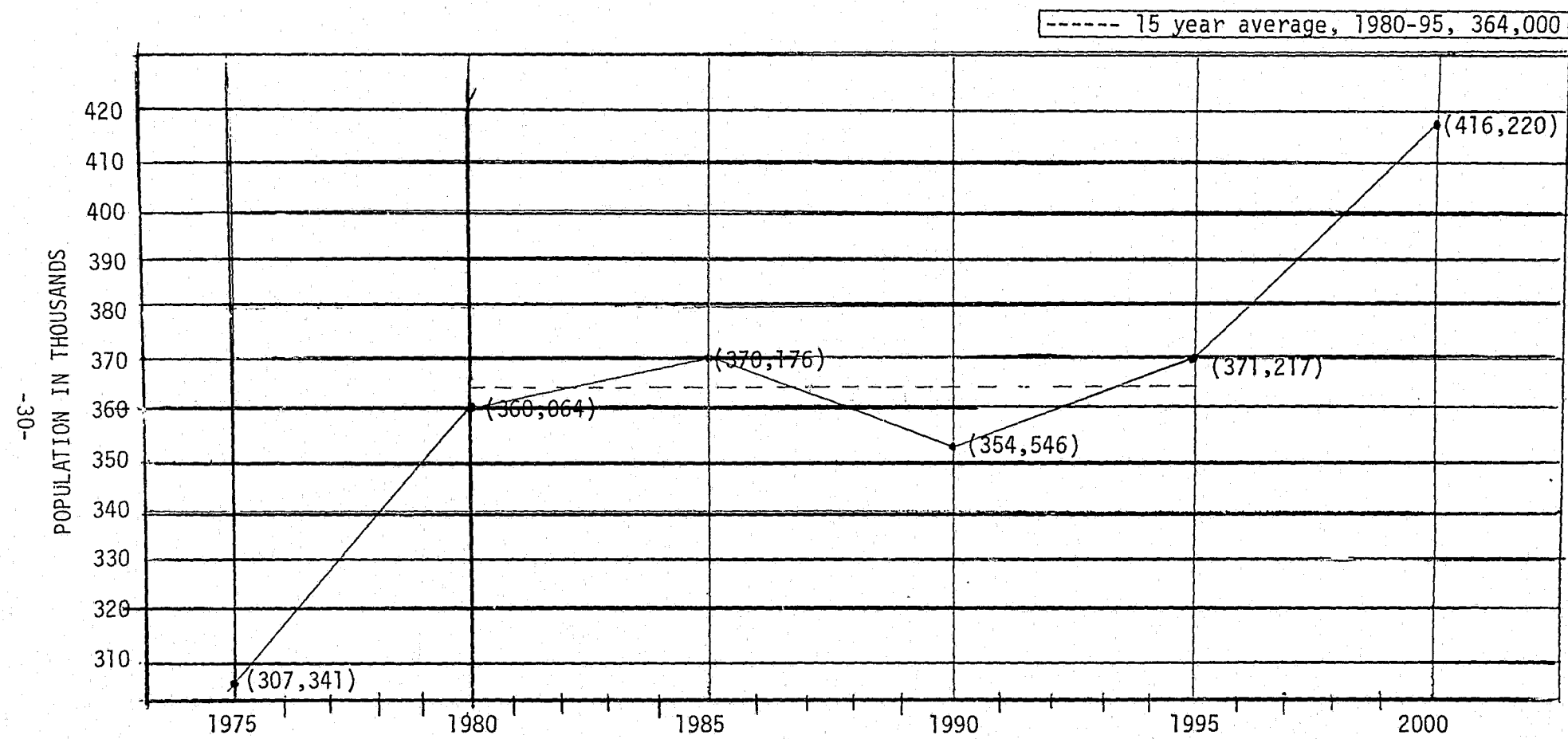
During the next 15 years, the "risk group" portion of Oregon's population can be expected to vary by no more than 3%, or 11,000 persons, from present size. An analysis of the state's risk population by county from 1980-1990 shows that no significant shifts in the distribution of this portion of the population among the counties is anticipated (Table XI). A comparison of current total population, risk group population and commitments to the state institutions, by county, is provided in Table XII. For a majority of the counties, the risk group portion of the population appears to be more closely correlated with numbers of institutional commitments than does the total county population.

OREGON POPULATION PROJECTIONS, BY COUNTY

1975-2000

COUNTY	1975		1980		1985		1990		1995		2000	
	LOW	HIGH	LOW	HIGH	LOW	HIGH	LOW	HIGH	LOW	HIGH	LOW	HIGH
Baker	15,700	15,700	16,000	16,300	16,800	17,700	17,500	19,300	18,100	21,100	18,500	23,000
Benton	63,600	63,600	74,900	76,300	82,300	86,700	87,200	96,100	91,300	106,400	93,600	116,600
Clackamas	202,400	202,400	233,000	237,400	256,300	270,000	300,800	331,600	314,900	367,100	323,000	402,200
Clatsop	29,300	29,300	30,400	31,000	32,000	33,700	33,200	36,600	34,400	40,100	35,100	43,700
Columbia	31,700	31,700	34,300	34,900	36,700	38,700	38,500	42,400	40,100	46,700	41,000	51,000
Coos	59,500	59,500	63,000	64,200	66,900	70,400	69,600	76,700	72,300	84,300	73,800	92,000
Crook	11,800	11,800	13,200	13,500	14,400	15,200	15,200	16,800	15,900	18,600	16,300	20,300
Curry	14,100	14,100	14,600	14,900	15,500	16,300	16,200	17,800	16,800	19,500	17,100	21,300
Deschutes	40,200	40,200	50,500	51,400	56,700	59,700	60,700	66,900	63,900	74,500	65,700	81,900
Douglas	80,200	80,200	87,200	88,900	93,900	98,900	98,500	108,600	102,700	119,700	105,100	130,800
Gilliam	2,100	2,100	1,500	1,600	1,400	1,500	1,400	1,500	1,400	1,600	1,400	1,800
Grant	7,400	7,400	8,000	8,200	8,600	9,000	9,000	9,900	9,300	10,900	9,500	11,900
Harney	7,300	7,300	7,400	7,500	7,700	8,100	8,000	8,800	8,200	9,600	8,400	10,400
Hood River	14,300	14,300	14,700	15,000	15,600	16,400	16,300	17,900	16,900	19,700	17,200	21,500
Jackson	110,400	110,400	124,500	126,800	135,500	142,800	143,000	157,600	149,400	174,200	153,100	190,700
Jefferson	9,700	9,700	10,600	10,800	11,500	12,100	12,100	13,300	12,600	14,700	12,900	16,100
Josephine	45,500	45,500	55,700	56,800	62,100	65,500	66,300	73,100	69,700	81,200	71,600	89,200
Klamath	54,200	54,200	58,100	59,100	62,000	65,300	64,800	71,500	67,400	78,600	68,900	85,800
Lake	6,500	6,500	6,700	6,800	7,000	7,400	7,200	8,000	7,500	8,700	7,600	9,500
Lane	241,100	241,100	264,700	269,600	285,400	300,600	299,700	330,400	312,400	364,200	319,700	398,200
Lincoln	27,600	27,600	29,500	30,000	31,400	33,100	32,800	36,100	34,100	39,700	34,800	43,400
Linn	80,800	80,800	89,900	91,600	97,300	102,500	102,300	112,800	106,700	124,400	109,200	136,100
Malheur	24,100	24,100	25,600	26,100	27,100	28,500	28,200	31,100	29,200	34,100	29,800	37,200
Marion	166,500	166,500	182,700	186,200	196,500	207,000	206,000	227,100	214,600	250,200	219,600	273,500
Morrow	5,200	5,200	5,100	5,200	5,400	5,700	5,600	6,200	5,900	6,900	6,000	7,500
Multnomah	546,400	546,400	548,100	558,300	567,800	598,100	584,100	643,900	602,600	702,500	613,500	764,100
Polk	40,500	40,500	45,800	46,700	49,800	52,500	52,500	57,900	54,900	63,900	56,200	70,000
Sherman	2,200	2,200	2,100	2,100	2,200	2,300	2,200	2,400	2,300	2,700	2,300	2,900
Tillamook	18,500	18,500	19,300	19,600	20,300	21,400	21,000	23,200	21,800	25,400	22,200	27,700
Umatilla	48,100	48,100	50,700	51,700	53,900	56,800	56,200	62,000	58,400	68,100	59,700	74,300
Union	22,000	22,000	24,800	25,200	26,900	28,300	28,300	31,300	29,600	34,500	30,300	37,800
Wallowa	6,800	6,800	7,100	7,300	7,600	8,000	7,900	8,700	8,200	9,600	8,400	10,500
Wasco	20,200	20,200	20,400	20,800	21,200	22,300	21,900	24,100	22,600	26,400	23,000	28,700
Washington	190,400	190,400	226,000	230,300	249,300	262,600	264,700	291,800	277,500	323,400	284,700	354,600
Wheeler	2,000	2,000	2,000	2,100	2,200	2,300	2,200	2,500	2,300	2,700	2,400	3,000
Yamhill	44,800	44,800	48,600	49,500	52,200	55,000	54,700	60,300	57,000	66,400	58,300	72,600
TOTALS	2,293,100	2,293,100	2,496,700	2,543,700	2,679,400	2,822,400	2,835,800	3,126,200	2,952,900	3,442,300	3,019,900	3,761,800

RISK GROUP POPULATION PROJECTION
Oregon Males, Ages 15-29



SOURCE: P.S.U. Revised Projection - 3/80

RISK GROUP POPULATION PROJECTION, BY COUNTY

OREGON MALES, AGES 15-29

COUNTY	1975		1980		1985		1990	
	NUMBER	% OF TOTAL	NUMBER	% OF TOTAL	NUMBER	% OF TOTAL	NUMBER	% OF TOTAL
BAKER	1,554	0.51%	1,687	0.47%	1,673	0.45%	1,580	0.45%
BENTON	14,991	4.88%	18,636	5.18%	19,815	5.35%	19,263	5.43%
CLACKAMAS	24,760	8.05%	30,739	8.54%	32,181	8.69%	34,085	9.61%
CLATSOP	3,500	1.14%	3,913	1.09%	3,949	1.07%	3,718	1.05%
COLUMBIA	3,785	1.23%	4,404	1.22%	4,499	1.22%	4,263	1.20%
COOS	7,080	2.30%	8,079	2.24%	8,171	2.21%	7,680	2.17%
CROOK	1,335	0.43%	1,624	0.45%	1,695	0.46%	1,621	0.46%
CURRY	1,496	0.49%	1,667	0.46%	1,677	0.45%	1,587	0.45%
DESCHUTES	4,598	1.50%	6,169	1.71%	6,563	1.77%	6,348	1.79%
DOUGLAS	9,396	3.06%	10,959	3.04%	11,179	3.02%	10,587	2.99%
GILLIAM	259	0.08%	209	0.06%	178	0.05%	151	0.04%
GRANT	840	0.27%	983	0.27%	997	0.27%	950	0.27%
HARNEY	901	0.29%	984	0.27%	983	0.27%	919	0.26%
HOOD RIVER	1,569	0.51%	1,734	0.48%	1,740	0.47%	1,638	0.46%
JACKSON	13,626	4.43%	16,534	4.59%	17,205	4.65%	16,409	4.63%
JEFFERSON	1,123	0.37%	1,321	0.37%	1,360	0.37%	1,294	0.36%
JOSEPHINE	4,530	1.47%	5,929	1.65%	6,262	1.69%	6,055	1.71%
KLAMATH	7,413	2.41%	8,544	2.37%	8,738	2.36%	8,229	2.32%
LAKE	714	0.23%	781	0.22%	776	0.21%	728	0.21%
LANE	37,764	12.29%	44,571	12.38%	46,168	12.47%	43,926	12.39%
LINCOLN	2,927	0.95%	3,341	0.93%	3,393	0.92%	3,209	0.91%
LINN	10,212	3.32%	12,274	3.41%	12,702	3.43%	12,087	3.41%
MALHEUR	2,947	0.96%	3,342	0.93%	3,347	0.90%	3,157	0.89%
MARION	22,208	7.23%	26,242	7.29%	26,999	7.29%	25,662	7.23%
MORROW	555	0.18%	578	0.16%	573	0.15%	538	0.15%
MULTNOMAH	75,296	24.50%	81,920	22.75%	80,028	22.16%	76,573	21.60%
POLK	5,728	1.86%	6,911	1.92%	7,166	1.94%	6,842	1.93%
SHERMAN	229	0.07%	232	0.06%	234	0.06%	213	0.06%
TILLAMOOK	2,022	0.66%	2,247	0.62%	2,248	0.61%	2,110	0.60%
UMATILLA	5,962	1.94%	6,724	1.87%	6,792	1.83%	6,410	1.81%
UNION	3,122	1.02%	3,747	1.04%	3,893	1.05%	3,733	1.05%
WALLOWA	714	0.23%	798	0.22%	795	0.21%	748	0.21%
WASCO	2,258	0.73%	2,461	0.68%	2,425	0.66%	2,263	0.64%
WASHINGTON	25,359	8.25%	32,531	9.06%	34,482	9.32%	33,096	9.33%
WHEELER	221	0.07%	245	0.07%	247	0.07%	233	0.07%
YAMHILL	5,982	1.95%	6,904	1.92%	7,043	1.90%	6,681	1.88%
TOTAL	307,341	100%	360,064	100%	370,176	100%	354,546	100%

SOURCE: PORTLAND STATE UNIVERSITY - REVISED PROJECTION - 5/80

A COMPARISON OF OREGON'S TOTAL POPULATION, "RISK GROUP" POPULATION,
AND COMMITMENTS TO STATE CORRECTIONAL INSTITUTIONS, BY COUNTY

COUNTY	TOTAL POPULATION		RISK GROUP POPULATION MALES 15-29		INSTITUTIONAL COMMITMENTS	
	YEAR: 1979		YEAR: 1980		YEAR: 1979	
	##	%	##	%	##	%
BAKER	16,600	0.65%	1,687	0.47%	8	0.45%
BENTON	71,300	2.80%	18,636	5.18%	34	1.92%
CLACKAMAS	231,000	9.08%	30,739	8.54%	74	4.17%
CLATSOP	31,800	1.25%	3,913	1.09%	16	0.90%
COLUMBIA	34,500	1.36%	4,404	1.22%	12	0.68%
COOS	63,500	2.50%	8,079	2.24%	53	2.99%
CROOK	12,700	0.50%	1,624	0.45%	9	0.51%
CURRY	17,150	0.67%	1,667	0.46%	12	0.68%
DESCHUTES	54,500	2.14%	6,169	1.71%	37	2.09%
DOUGLAS	89,300	3.51%	10,959	3.04%	78	4.40%
GILLIAM	2,300	0.09%	209	0.06%	1	0.06%
GRANT	7,800	0.31%	983	0.27%	2	0.11%
HARNEY	8,000	0.31%	984	0.27%	5	0.28%
HOOD RIVER	15,800	0.62%	1,734	0.48%	9	0.51%
JACKSON	126,500	4.97%	16,534	4.59%	90	5.08%
JEFFERSON	10,800	0.42%	1,321	0.37%	14	0.79%
JOSEPHINE	54,800	2.15%	5,929	1.65%	28	1.58%
KLAMATH	60,000	2.36%	8,544	2.37%	43	2.43%
LAKE	7,200	0.28%	781	0.22%	2	0.11%
LANE	269,300	10.59%	44,571	12.38%	268	15.12%
LINCOLN	33,000	1.30%	3,341	0.93%	61	3.44%
LINN	89,500	3.52%	12,274	3.41%	87	4.91%
MALHEUR	26,100	1.03%	3,342	0.93%	19	1.07%
MARION	191,000	7.51%	26,262	7.29%	90	5.08%
MORROW	7,400	0.29%	578	0.16%	1	0.06%
MULTNOMAH	558,600	21.96%	81,920	22.75%	492	27.75%
POLK	46,000	1.81%	6,911	1.92%	22	1.24%
SHERMAN	2,200	0.09%	232	0.06%	0	0.00%
TILLAMOOK	21,000	0.83%	2,247	0.62%	16	0.90%
UMATILLA	55,800	2.19%	6,724	1.87%	71	4.00%
UNION	24,000	0.94%	3,747	1.04%	17	0.96%
WALLOWA	7,500	0.29%	798	0.22%	0	0.00%
WASCO	21,800	0.86%	2,461	0.68%	18	1.02%
WASHINGTON	222,100	8.37%	32,631	9.06%	59	3.33%
WHEELER	1,950	0.08%	245	0.07%	0	0.00%
YAMHILL	51,200	2.01%	6,904	1.92%	25	1.41%
TOTAL	2,544,000	100.00%	360,064	100.00%	1773	100.00%

SOURCE: Total Population - 1979 P.S.U. Published Estimates
Risk Group Population - P.S.U. Revised Projections - 5/80
Institutional Commitments - Corrections Division

OTHER INDICATORS

Other indicators of criminal justice activity considered by the Task Force included trends concerning type of crime, prior adult confinement, average length of sentences, utilization of parole and probation systems, and parole revocations. As indicated in the following table which profiles the inmate population at the three major state facilities during the eight year period 1972-1979, offenses against persons have increased by 8.3% to 54.6%, prior adult confinements have increased by 14.5% to 43.5%, and the average length of sentence has increased by 2.4 years to a 9.9 year average (Table XIII). An analysis of new commitments by type of primary offense during the period 1963-1979 indicates a gradual but steady increase in percent of offenses against persons since the early 1970's (Table XIV).

A review of parole average daily populations as compared with rates of parole revocations by quarter years from January of 1976 through December of 1979 shows an increase of more than 80% in parole average daily populations with a corresponding increase in percentage of parole violators from 5.3% to 7.0% (Table XV). During this same period of time, in-state probation caseloads increased from 4,521 on July 1, 1975 to 7,530 on July 1, 1979, an increase of 3,009 or 66%, while numbers of inmates paroled increased from 747 in 1975 to 1,737 in 1979, an increase of 132%.

As demonstrated by these statistics, the total responsibilities of the State Corrections Division increased significantly during the previous decade. While methods for projecting future corrections system needs are admittedly difficult to agree upon, an attempt was made to provide an estimate of institutional bed space needs for the coming decade. Tables XVI and XVII show the risk group-based projections of total Division responsibility, the conversion of this responsibility into actual bed needs for the following ten years, and the relationship on these projections to existing state system institutional capacities. The peak in total Corrections Division responsibility for the decade is predicted to occur in 1984 when the risk group should reach its high level at 371,347. This size risk group

converts to a total Division responsibility of 3,450 which, based upon an .89 conversion factor produces a predicted high bed need of 3,071 beds for the decade. A breakdown by county of the projected institutional average daily population for the 10 year period, 1980-1990, is provided in Table XVIII. Depending upon the degree of utilization of special use cells (which include psychiatric, infirmary, and isolation bed spaces) the additional state bed space needs for the coming decade should range from 400 to 600. Bed space needs projections should include a 75-100 bed allowance above capacity for population management. The projections which follow are calculated with single cell plus 50 sq. ft. per inmate dormitory space as the basis for computing the system's capacity.

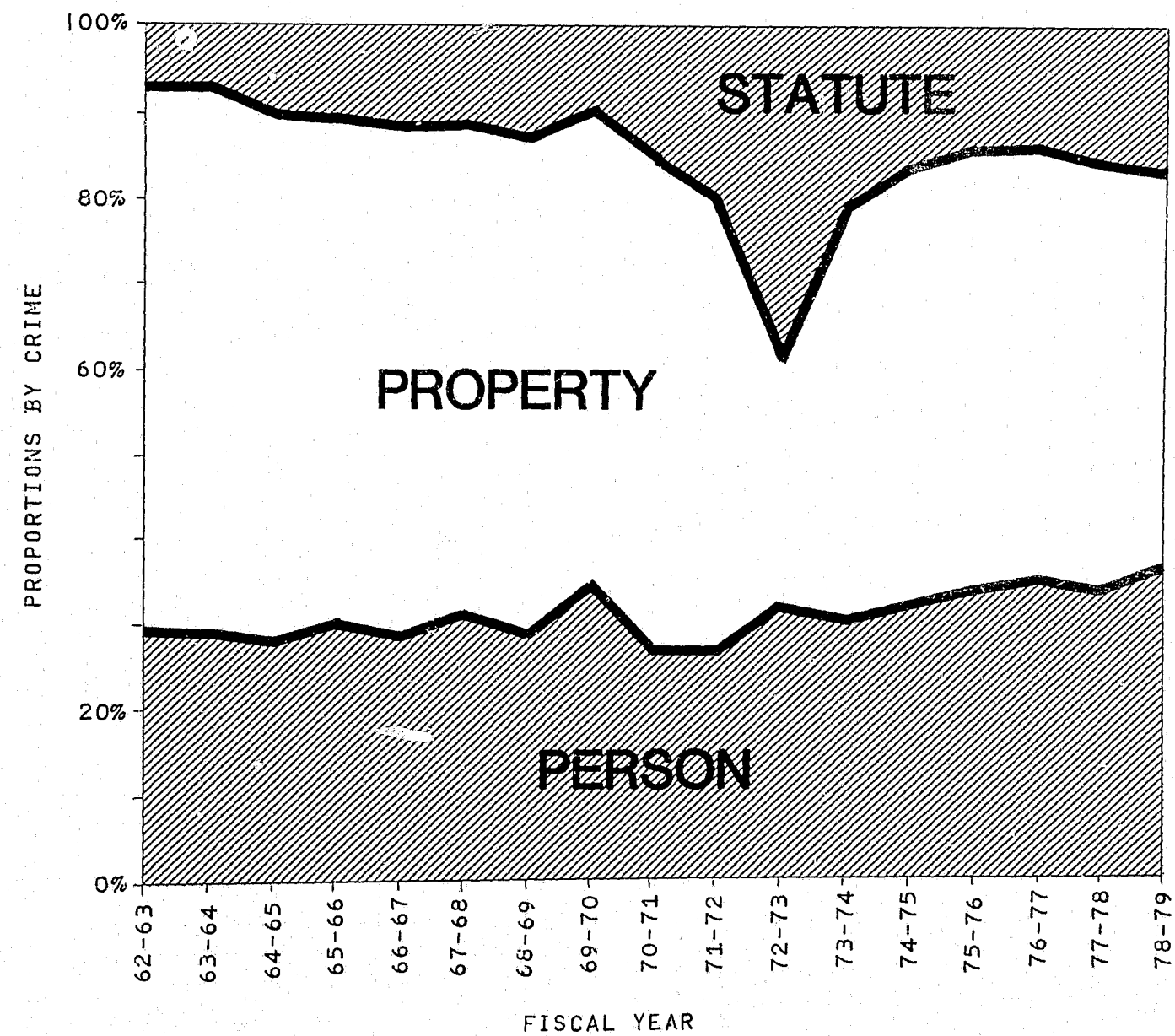
BOOK POPULATION PROFILE SUMMARY AT OSP, OSCI, OWCC

	1972	1973	1974	1975	1976	1977	1978	1979
ETHNIC								
WHITE	79.8%	81.3%	83.1%	84.0%	81.0%	79.8%	79.7%	79.8%
BLACK	12.6%	12.9%	11.5%	10.3%	12.6%	12.9%	12.3%	11.5%
AMERICAN INDIAN	2.8%	2.6%	2.6%	2.6%	3.1%	3.1%	3.8%	4.4%
MEXICAN	1.9%	2.0%	2.1%	2.3%	2.7%	3.3%	3.3%	3.0%
ORIENTAL	.1%	.1%	.0%	.1%	.0%	.1%	.2%	.1%
OTHER	2.8%	1.1%	.7%	.7%	.6%	.8%	.7%	1.2%
TOTAL	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
CRIME CATEGORY								
PERSON	46.3%	46.8%	44.8%	44.5%	45.6%	50.0%	52.4%	54.6%
PROPERTY	39.4%	38.7%	41.1%	44.1%	43.6%	41.0%	38.4%	36.5%
STATUTE	14.3%	14.5%	14.1%	11.4%	10.8%	9.0%	9.2%	8.9%
TOTAL	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
LIFE SENTENCES	9.1%	8.9%	7.7%	6.7%	6.3%	6.4%	6.8%	6.5%
DRUG CRIME	12.2%	13.7%	15.1%	12.4%	12.2%	10.0%	7.9%	6.5%
SEX CRIME	9.0%	8.7%	8.7%	8.3%	9.2%	11.4%	13.8%	15.1%
PRIOR ADULT CONFINEMENT	29.0%	28.2%	30.8%	36.0%	37.5%	38.9%	44.8%	43.5%
PRIOR OREGON CONFINEMENT	27.6%	28.3%	28.6%	23.9%	18.3%	18.2%	17.9%	17.4%
AVERAGE AGE	29.3	29.7	28.9	28.6	28.7	29.0	29.2	29.4
AVERAGE SENTENCE (YRS)	7.5	7.4	7.5	7.6	8.2	8.5	9.4	9.9
AVERAGE TIME SERVED BY FIRST TIME PAROLEES (Months)				18.0	18.7	19.0	19.0	17.0

SOURCE: Corrections Division ADP Support Services
Data Base Known to Computer as of 3/11/80

XIV
**NEW COMMITMENTS RECEIVED
AT OREGON FELONY INSTITUTIONS**

by Fiscal Year, 1962-63 to 1978-79
by Type of Primary Offense
each Type Shown as Unduplicated % of Total Receptions



SOURCE: CORRECTIONS DIVISION

METRO 6-80

XV

INSTITUTION PAROLE REVOCATION ADMISSIONS AS
COMPARED WITH OREGON PAROLE FIELD LOAD
BY QUARTER, JANUARY 1, 1976 TO DECEMBER 31, 1979

By Quarter	Parole Violators Admitted	Parole Average Daily Population	Percentage Parole Violators
1976			
January - March	71	1,344	5.3%
April - June	74	1,392	5.3%
July - September	61	1,461	4.2%
October - December	77	1,562	4.9%
Total	283	Average 1,440	Average 4.9%
1977			
January - March	89	1,660	5.4%
April - June	73	1,723	4.2%
July - September	53	1,818	2.9%
October - December	95	1,889	5.0%
Total	310	Average 1,773	Average 4.4%
1978			
January - March	89	1,911	4.9%
April - June	71	2,023	3.5%
July - September	74	2,123	3.5%
October - December	109	2,204	4.9%
Total	343	Average 2,065	Average 4.2%
1979			
January - March	126*	2,291	5.5%*
April - June	148	2,339	6.3%
July - September	183	2,391	7.7%
October - December	172	2,451	7.0%
Total	629	Average 2,368	Average 6.6%

*February 1979 policy decision to permit the admission of parole suspension cases pending decision on whether revocation is appropriate.

XVI

STATE BED SPACE NEEDS
BY "RISK GROUP" PROJECTIONS
1980 - 1990

YEAR	RISK GROUP	TOTAL DIVISION RESPONSIBILITY	ACTUAL BED NEEDS (X.89)	OUT COUNT
1980	360,064	3,345	2,977	368
1981	365,549	3,396	3,022	374
1982	369,201	3,430	3,053	377
1983	371,089	3,447	3,068	379
1984	371,347	3,450	3,071	379
1985	370,170	3,441	3,062	379
1986	367,843	3,417	3,041	376
1987	364,681	3,388	3,015	373
1988	361,089	3,355	2,986	369
1989	357,530	3,321	2,956	365
1990	354,537	3,294	2,932	362

SOURCE: P.S.U. Revised Projection Interpolated by Corrections Division Staff. Corrections Division.

ASSUMPTIONS: (1) Book population will be .92% of risk group.
(2) 11% of book population will be on out count.
(3) All other variables held constant (including: parole policies; sentencing practices; crime, arrest, prosecution rates; court use of probation; etc.)

XVII

STATE BED NEEDS PROJECTIONS COMPARED
WITH PRESENT STATE DESIGN CAPACITY
1980-1990

YEAR	BED NEEDS (BASED ON RISK GROUP PROJECTIONS)	GENERAL DESIGN CAPACITY (SINGLE CELL PLUS 50 SQ. FT. PER INMATE DORMITORY SPACE)		GENERAL PLUS SPECIAL DESIGN CAPACITY (INCLUDES SPECIAL USE CELLS)	
		CAPACITY	SHORTAGE	CAPACITY	SHORTAGE
1980	2,977	2,547	430	2,772	205
1981	3,022	2,547	475	2,772	250
1982	3,053	2,547	506	2,772	281
1983	3,068	2,547	521	2,772	296
1984	3,071	2,547	524	2,772	299
1985	3,062	2,547	515	2,772	290
1986	3,041	2,547	494	2,772	269
1987	3,015	2,547	468	2,772	243
1988	2,986	2,547	439	2,772	214
1989	2,956	2,547	409	2,772	184
1990	2,932	2,547	385	2,772	160

SOURCE: P.S.U. Revised Projection Interpolated By Corrections Division Staff.

ASSUMPTIONS: (1) Book population will be .92% of risk group.
(2) 11% of book population will be on out-count.
(3) All other variables held constant (including: parole policies;
sentencing practices; crime, arrest, prosecution rates; court
use of probation; etc.)

PROJECTED MAY 1 FELONY INMATES, BY YEAR, BY COUNTY
 BASED ON 5/1/80 BOOK INMATE POPULATION AND COUNTY RISK GROUP PROJECTIONS

COUNTY	5/1/80	5/1/81	5/1/82	5/1/83	5/1/84	5/1/85	5/1/86	5/1/87	5/1/88	5/1/89	5/1/90
Baker	20	20	20	20	20	20	20	19	19	19	19
Benton	60	61	63	63	64	64	64	63	63	62	62
Clackamas	128	130	131	132	133	134	135	137	138	140	142
Clatsop	27	27	27	27	27	27	27	27	26	26	26
Columbia	24	29	27	27	27	27	26	26	26	26	25
Coos	84	85	86	86	85	85	84	83	82	81	80
Crook	13	13	13	14	14	14	13	13	13	13	12
Curry	22	13	13	13	13	13	12	13	13	13	12
Deschutes	67	69	70	71	71	71	71	71	70	69	68
Douglas	128	130	131	131	131	131	129	128	129	125	124
Gilliam	1	1	1	1	1	1	1	1	1	1	1
Grant	2	2	2	2	2	2	2	2	2	2	2
Harney	7	7	7	7	7	7	7	7	7	7	7
Hood River	18	18	18	18	18	18	18	18	17	17	17
Jackson	159	162	164	165	166	165	165	163	161	159	158
Jefferson	28	28	29	29	29	29	29	28	28	28	27
Josephine	65	67	68	68	69	69	68	67	67	67	66
Klamath	72	73	74	74	74	74	73	72	71	70	69
Lake	6	6	6	6	6	6	6	6	6	6	6
Lane	444	452	457	460	461	460	457	453	448	442	438
Lincoln	75	76	76	77	77	76	76	75	74	73	72
Linn	127	129	131	132	132	131	131	129	128	126	125
Malheur	24	24	24	24	24	24	24	23	16	23	23
Marion	176	179	181	182	181	181	180	178	176	174	172
Morrow	4	4	4	4	4	4	4	4	4	4	4
Multnomah	1090	1099	1103	1104	1099	1091	1080	1066	1049	1034	1019
Polk	33	34	34	34	34	34	34	34	33	33	33
Sherman	2	2	2	2	2	2	2	2	2	2	2
Tillamook	25	25	25	25	25	25	25	24	24	24	23
Umatilla	98	99	100	100	100	99	99	97	96	95	93
Union	20	20	21	21	21	21	21	20	20	20	20
Wallowa	-	-	-	-	-	-	-	-	-	-	-
Wasco	21	21	21	21	20	21	20	20	20	20	19
Washington	122	125	127	128	129	129	128	127	126	125	124
Wheeler	2	2	2	2	2	2	2	2	2	2	2
Yamhill	35	40	41	41	41	40	40	40	40	39	38
STATE TOTALS*	3273	3323	3356	3373	3376	3365	3344	3315	3282	3250	3223

SOURCE: P.S.U. Revised Projections Interpolated by Corrections

NOTE: County totals may not equal state totals for 2 reasons: 1) state totals include interstate transfers and unreported; and, 2) because of variations in computational methods.

ORC: 6/80

THE APPLICANTS

THE APPLICANTS

The primary purpose of the first stage of the Task Force effort was to establish the parameters within which applications for assistance from local governments in the establishment of Regional Correctional Facilities could best be evaluated. In this process, the Task Force addressed itself to five central questions.

Question #1 What are our needs: present and projected for local and state systems?

Response: The Task Force determined that the preferred measurements for purposes of projecting future facilities space needs are: for felons - the "risk group" population projections; and, for misdemeanants - an analysis of jail usage patterns (number of beds used per 1,000 population).

Question #2 What type of facility is needed; for whom?

Response: The Task Force determined that Regional Correctional Facilities in Oregon should be medium security institutions for male and female misdemeanants and felons with no specific limitations regarding either length of sentence or classification of offense. In consideration of this absence of limitations, the Task Force directed the Corrections Division to establish a "screening" process for all persons admitted to a Regional Facility through the Division.

Question #3 Who should have administrative responsibility for the planning, construction and operation of a Regional Facility?

Response: The Task Force has determined that the primary responsibility for the construction and operation of a Regional Correctional Facility should rest with the State. However, the Task Force Guidelines leave open the possibility of local government operation through contract with the State.

Question #4 How would a Regional Facility interrelate with corrections agencies/programs/services already at work in the region?

Response: The Task Force found that the best method of ensuring the full interrelationship of a Regional Facility with existing corrections agencies, programs, and other community services was to require full participation by these groups and the community-at-large in the planning and implementation phases of construction and program development.

Question #5 Who should pay for the construction and operation of a Regional Facility?

Response: The Task Force determined that the State should fund 100% of the construction costs of a Regional Facility. It was, of course, noted that the current statutes (ORS 169.610-169.680) limit the State financial contribution to 50% of construction costs.

The Task Force determined that operations costs of a Regional Facility should be allocated proportionately among the State and participating local governments on a per diem use basis. Under such a funding formula, local governments would be expected to obligate for a minimum number of beds.

The Guidelines which follow are the form in which these Task Force positions were communicated to local governments.

GOVERNOR'S TASK FORCE
ON
REGIONAL CORRECTIONAL FACILITIES

APPLICATION GUIDELINES

GOVERNOR'S TASK FORCE
ON
REGIONAL CORRECTIONAL FACILITIES

APPLICATION GUIDELINES

The GOVERNOR'S TASK FORCE has established the following descriptive guidelines for the development of Regional Correctional Facilities in Oregon.

CATEGORY	GUIDELINE
I. <u>TYPE OF FACILITY</u>	
POPULATION CHARACTERISTICS	Regional Correctional Facilities should be designed to house <u>only sentenced adults</u> . The design should allow for the incarceration of both <u>male</u> and <u>female</u> <u>misdemeanants</u> and <u>felons</u> .
SIZE	The Task Force Guidelines place no restrictions on length or type of sentence. Facility size should be no smaller than <u>250</u> beds, nor larger than <u>750</u> beds. The preferred types of measurements to be used in determining size needs are: <u>for felons</u> - "risk group" population projections; and, <u>for misdemeanants</u> - an analysis of bed use per 1,000 population.
DEGREE OF SECURITY	The facility should be a medium security facility.
II. <u>OPERATIONAL RESPONSIBILITY</u>	The primary responsibility for the operation of a Regional Correctional Facility should rest with the State; however, the possibility of local government operation through contract with the State is not precluded under these guidelines.

III. FINANCING

CONSTRUCTION

The State should finance 100% of the construction costs of a Regional Correctional Facility.

NOTE: Present State law (169.680[2]) limits the State contribution to a Regional Facility to no more than 50% of construction costs.

OPERATIONS

Both State and Local government should be responsible for operation costs on a per diem use basis for all those housed in a Regional Facility under their respective jurisdictions.

Participating local governments are expected to be obligated for the costs of a minimum number of beds.

NOTE: When used by local government for the incarceration of felons sentenced to one year or less as a condition of probation, the Regional Facility is to be considered an extension of the local facility, thus not activating the Community Corrections payback requirement.

The planning for, and implementation of, a Regional Correctional Facility should include both citizen involvement and the participation of social service, mental health, law enforcement and corrections professionals, and other appropriate groups and agencies.

IV. PLANNING

As a means of assessing current local government needs and interest in the development of regional correctional facilities, the Task Force established an application process to provide a context within which differing local government positions could be viewed and evaluated. The application requested local government responses in six areas:

1. Statement of Need -

The Task Force recommends two measures of future correctional facilities space needs: 1) for felons - "risk group" projections will be provided for your region by Corrections Division and Task Force staff; and 2) for misdemeanants - an analysis of bed usage per 1,000 population is to be conducted by the local governments in your applying region. For your convenience, a suggested reporting format for the misdemeanor measure is attached. Please include in this application a full description of your existing facilities, their usage patterns, and projections of future needs for bed space for both misdemeanor and felon populations. This statement should also describe any efforts presently underway to minimize bed space needs in your region.

2. Planning Effort -

The Task Force Guidelines stress the importance of full involvement both of other agencies of government and your communities in the planning of a Regional Facility. Please list all agencies and community groups involved in the preparation of this application and briefly describe the type of facility you wish to propose. This description should include: 1) the facility size and projected use pattern for both misdemeanor and felon populations; and 2) the types of program services anticipated to be delivered.

3. Proposed Facility -

Please describe the type of facility you wish to propose. This description should include: 1) the facility size and projected use pattern for both misdemeanor and felon populations; and 2) the types of program services anticipated to be delivered.

4. Impact Statement -

The Task Force requests that you include in this application a statement describing the anticipated "impact" of a Regional Facility on existing Field Services and Community Corrections programs. This statement should describe: 1) the manner in which you now utilize these programs and/or services; 2) the changes you anticipate to be required following the opening of the Regional Facility; and 3) the types and sizes of new Field Service/Community Corrections programs that would be necessary to accommodate the Regional Facility.

5. Financing Plan -

The Task Force has established as recommended policy that the State finance 100% of the construction costs of a Regional Facility. Under current State statutes (169.680[2]) the State is limited to a 50% match of local funds for construction of a Regional Facility. Please indicate the projected costs of your proposed facility and the amount, if any, of local funds available for its construction. Also, the Task Force Guidelines anticipate that operations costs will be paid for by users of the Regional Facility with participating local governments obligated to a minimum number of beds. Please describe the planned usage pattern of each participating local government and indicate the anticipated cost per bed per diem for operation of the facility.

6. Operations Plan -

The Task Force Guidelines place the primary responsibility for the operation of a Regional Facility with the State. However, operation of the facility by local government through contract with the State is not precluded. Please describe the operations plan which is preferable for your region.

The Application along with a copy of the Task Force Guidelines was mailed to each county government. While inquiries indicating interest were received from a number of counties, only two applications were submitted. The applicant regions - the Mid-Valley region, including Marion, Polk and Yamhill counties; and, the Metropolitan region, including Clackamas, Multnomah and Washington counties - include six counties which contain more than 50% of the State's total population. Following is a brief summary/analysis of each application. The complete applications as submitted are available in Appendix II of this report.

MID-VALLEY REGION
MARION, POLK, AND YAMHILL

NEED

1. Is the need for this facility adequately demonstrated?

- A) The Marion and Yamhill facilities are reported operating at or above capacity; the Polk facility is reported operating at 50% of capacity.
- B) Using a bookings rate per 1,000 general population analysis of the previous six years, the Mid-Valley region reports an anticipated increase in average daily jail population of approximately 10 per year during the next 20 years. This projection places the region's jail average daily population (ADP) at approximately 400 by the year 2000. The data to allow the computation of projected ADP's for Polk and Yamhill counties is not available. Use of the ADP/general population ratio projection approach with the Marion county data produced a projected ADP for the year 2000 of 220 - approximately 50 below the projected inmate population derived from the bookings projection offered in the proposal. (Table XIX, at the end of this chapter.)
- C) The risk group (ages 15-29) for this region is expected to remain at or near its present level through the early 1990's, after which rapid increases to the year 2000 are predicted. It is anticipated that commitments to the state institutions from this region will remain in the 135-150 range through 1995.
- D) Of the total region jail population, approximately 45% are reported to be sentenced offenders. In Marion county, the sentenced population is one-half felons and one-half misdemeanants. Using 1979 average daily population figures, approximately 80 inmates now sentenced to jails in the region would qualify for transfer to a regional facility under the existing Task Force guidelines.

2. Have reasonable efforts to minimize bed space needs been demonstrated?

An extensive discussion of Marion county efforts to minimize bed space needs is provided in the proposal. Similar information is not provided for Polk and Yamhill counties.

NOTE: The proposal suggests that a more aggressive pre-trial release program would "be conducive to reducing...projected bookings and projected inmate population in Yamhill county."

PLANNING

1. Does the planning process described allow for full participation of other agencies of government and the community-at-large in the examination of concerns leading to the development of this facility?

Yes; the proposal documents efforts going back to 1972.

THE FACILITY

1. Does the proposed facility fall within the Task Force Guidelines?

A) Population Characteristics

Possibly; the proposed design anticipates a capacity for sentenced male and female, misdemeanants and felons. However, the attached cover letter from the Yamhill County Commission indicates a presentence facility proposal which falls outside the Task Force Guidelines.

B) Size

Yes, the proposed facility would have 120 county spaces and 200 state spaces - total 320.

C) Security

Yes, medium security.

2. Are facility design and use patterns included?

A) Design - it is assumed the design, though not described, would meet ACA standards.

- it is suggested that the design allow for a co-sited pre-sentenced facility for 160 inmates to operate from the core service component of the sentenced facility.

B) Use Pattern - the region's use of space is projected to increase from 67 in 1980 to 142 in the year 2000. Marion county is projected to use slightly more than 50% of this county space.

NOTE: This approach would result in a significant under-utilization of the Polk county facility to the year 2000.

IMPACT ON FIELD SERVICES

1. Has the proposal included a thorough analysis of the potential relationships between the proposed facility and field services/community corrections program?

The region provides no analysis. No change in local services is anticipated in the proposal.

FINANCING

1. Does the proposed financing plan reflect a full analysis of the costs of establishing and operating a regional facility?

A) Construction - the proposed construction costs are based upon \$110 per square foot. The 131,500 sq. ft. facility would cost \$14,500,000. Of this amount, the county proposes to explore the possibility of county payback for 49,500 sq. ft. (\$5,500,000) at \$14.38 per diem per inmate space allocated during a 30 year period.

NOTE: The construction costs appear low.

Clatsop County - 1977 bid - \$120.00/sq. ft.

Jackson County - 1978 bid - \$ 96.60/sq. ft.

Lane County - 1979 bid - \$126.00/sq. ft.

B) Operations - the anticipated operations costs are \$20.00 per inmate, per day.

NOTE: The operations costs appear low.

Jackson County - \$40.00/day

Lane County - \$40.00/day

OSCI - \$32.29/day

OPERATIONS

1. Does the operations plan presented meet the Task Force Guidelines?

No specific plan is proposed pending determination of both the State's required space needs and the type of inmate to be housed in the facility.

OVERVIEW

1. In composite, does the proposal adequately address the points of inquiry presented in the Task Force Guidelines and Local Government Application?

Yes; however the Yamhill county position concerning pre-sentence inmate use is unclear and the Marion county need projections may be somewhat high. Also, the potential under-utilization of the Polk county facility and the absence of an aggressive pre-trial release program both appear to run contrary to the Task Force interest in insuring full use of all available facility resources.

METROPOLITAN REGION

CLACKAMAS, MULTNOMAH, WASHINGTON

NEED

1. Is the need for this facility adequately demonstrated?

- A) The present six facilities are all reported as operating at or above capacity.
- B) A usage rate per 1,000 general population analysis of the previous five year period, 1975-1979 inclusive, indicates that the Metropolitan region should anticipate an increase in average daily jail population of approximately 20 per year during the next 20 years. This projection places the region's jail ADP in the 1,000-1,200 range by the year 2000. (Table XX, at the end of this chapter.)

NOTE: If risk group based projections were to prove to be a more accurate predictor of jail space needs than total population based projections, the above reported future jail space needs would be expected to drop significantly.

- C) The risk group (ages 15-29) for this region is projected to remain at or near its present level through 1995, then increase by 11% (33,544) during the last five years of the decade. It is anticipated that commitments to the state from this region will remain at the 625-650 range through 1995 and then increase to the 700 level by the year 2000.
- D) During 1979, the reported total sentenced jail population was 280 - 36% of total inmate population. Of these sentenced inmates, 165 were reported to be felons and 115 misdemeanants. This portion of the present region's jail population would qualify for transfer to a regional facility under the existing Task Force guidelines.

2. Have reasonable efforts to minimize bed space needs been demonstrated?

This region reports an increase of 26% in felony probation during the years 1977-1979, with a corresponding 7% decrease in state commitments. Although no explicit

information regarding reduction in jail use is provided, the evidence of a 39% increase in misdemeanor cases during the 1977-1979 period compared with a 10% increase in jail average daily population indicates that such efforts are under way. (A description of the positive impact of Field Services/Community Corrections is provided in section four of the application.)

PLANNING

1. Does the planning process described allow for full participation of other agencies of government and the community-at-large in the examination of concerns leading to the development of this facility?

A list of "planning participants" and an inter-county agreement are provided.

THE FACILITY

1. Does the proposed facility fall within the Task Force Guidelines?

A) Population Characteristics

Yes, the proposed design anticipates a capacity for sentenced male and female, misdemeanants and felons.

B) Size

Yes, the proposed facility would house 300 inmates, with the possibility of expansion to 500.

C) Security

Yes, medium security,

2. Are facility design and use patterns included?

A) Design - the design is drawn to meet ACA standards and would contain twelve "25 person" modules - four with individual rooms and eight dormitories.

B) Use Pattern - no use pattern is provided.

IMPACT ON FIELD SERVICES

1. Has the proposal included a thorough analysis of the potential relationships between the proposed facility and field services/community corrections programs?

Yes; A) A description of the existing Field Services and Community Corrections programs for each county are included.

B) The proposal lists as positive changes to follow the opening of a regional facility: 1) a new sentencing resource; 2) a positive impact on existing field services; 3) relief of institutional overcrowding; and 4) better intergovernmental cooperation.

C) An estimated 10% increase in Field Services/Community Corrections resources, exclusive of inflationary increases, is provided.

FINANCING

1. Does the proposed financing plan reflect a full analysis of the costs of establishing and operating a regional facility?

A) Construction - the proposed construction costs range between \$12,900,000 and \$14,348,939. A local match of \$6,450,000 is identified.

B) Operations - the anticipated operations costs are \$27.49 per inmate, per day.

NOTE: The operations costs appear low - see note, page 53.

OPERATIONS

1. Does the operations plan presented meet the Task Force Guidelines?

Yes; the operations plan proposes State management of the facility with an "Operational Council" composed of representatives of the participating governments available to address "general management and policy considerations."

OVERVIEW

1. In composite, does the proposal adequately address the points of inquiry presented in the Task Force Guidelines and Local Government Application?

Yes; however, the absence of both an anticipated use pattern for the proposed

facility and a more complete analysis of prior jail use in the region makes it difficult to accurately assess the potential impact on either the region or the State.

The following section from the proposal provided under the heading State Expense (pp. 58-60) would indicate a 203 bed allocation for state use.

Class C felons sentenced to prison in recent years have averaged about 270 (SCD figure - county figures significantly less). At established length of sentence (8.2 months) this would account for an ADP of 175. All of these sentenced felons could be accommodated, and the cost per day is about \$1.00 less (or \$250 per inmate).

Other felons are the responsibility of SCD and there is no reason for counties to assume responsibility for them. Using current ADP figures, an 8.2 month length sentence and a 95 percent occupancy figure, an additional 43 ADP could be accommodated - representing an annual intake of 63.

Therefore, with counties assuming responsibility only for misdemeanants (67 ADP now) the state would be able to house an ADP of 203. This would represent an annual intake of 333 felons.

County interests focus on the ability to expand their reserved capacity for misdemeanants as future needs dictate. Decisions about whether to assume any responsibility for Class C felons would be made individually by the counties. The SCD would be greatly interested in having the counties assume this responsibility because the relatively shorter sentence possible under county sentencing rules would produce a net potential increase in intake over figures cited above.

This is followed on p. 64 with the following statement.

At this time, no firm agreements have been made on the general allocation of RCSO capacity among the partners. This will be dependent on the important decision regarding Class C felons as summarized in the "County Expense" portion of the response to Item Four.

The issues raised in the above quoted sections of the proposal should be addressed early in the planning process of a regional facility to be sited in the Metropolitan Region.

BED SPACE NEEDS PROJECTIONS
FOR
APPLICANT REGIONS

XIX

PAST/PROJECTED
AVERAGE DAILY INMATE POPULATION
(BASED ON INCARCERATION RATE PER 1,000 CITY/COUNTY POPULATION)

MID-VALLEY REGION

(This Projection Includes Only Data From Marion County*)

YEAR	CITY/COUNTY POPULATION	RATE PER 1000 POPULATION	AVERAGE DAILY POPULATION
1975	166,900	.56	95
1976	173,300	.55	96
1977	177,700	.60	107
1978	187,300	.60	113
1979	193,500	.59	114
5 Year Averages		.58	

YEAR	PROJECTED CITY/ COUNTY POPULATION	ESTIMATED RATE PER 1000 POPULATION	PROJECTED AVERAGE DAILY POPULATION
1980	200,900**	.58***	116
1985	240,600**	.58	139
1990	283,000**	.58	164
1995	329,500**	.58	191
2000	377,000**	.58	219

*Data was not available to allow for a similar analysis of Polk and Yamhill counties.

**This data, provided by applicant as projected county population to the year 2000, appear quite high when compared with the most recent Portland State University projections provided on page 29 of this report.

***This projection made using a 5 year average rate per 1,000 population.

XX

PAST/PROJECTED
AVERAGE DAILY INMATE POPULATION
(BASED ON INCARCERATION RATE PER 1,000 CITY/COUNTY POPULATION)

METROPOLITAN REGION
(Combined Totals For Clackamas, Multnomah, and Washington Counties)

YEAR	CITY/COUNTY POPULATION	RATE PER 1000 POPULATION	AVERAGE DAILY POPULATION
1975	939,000	.68	636*
1976	954,000	.68	647*
1977	968,000	.73	708*
1978	984,000	.77	762*
1979	1,011,000	.76	774*
5 Year Averages		.72	

YEAR	PROJECTED CITY/ COUNTY POPULATION	ESTIMATED RATE PER 1000 POPULATION	PROJECTED AVERAGE DAILY POPULATION
1980	1,026,000**	.72***	738
1985	1,130,700**	.72	813
1990	1,267,300**	.72	912
1995	1,392,800**	.72	1,002
2000	1,520,900**	.72	1,094

*It should be noted that some of these population figures were arrived at by estimate.

**Data provided by applicant.

***Projection made using 5 year average rate per 1,000 population.

RISK GROUP DATA
FOR
APPLICANT REGIONS

XXI

RISK GROUP POPULATION PROJECTIONS
BY APPLICANT REGION/COUNTY
1975 - 1990

	1975	1980	1985	1990
<u>MID-VALLEY</u>				
Marion	22,208	26,242	26,999	25,622
Polk	5,728	6,911	7,166	6,842
Yamhill	<u>5,982</u>	<u>6,904</u>	<u>7,043</u>	<u>6,681</u>
TOTALS	33,918	40,057	41,208	39,145
<u>METROPOLITAN</u>				
Clackamas	24,760	30,739	32,181	34,085
Multnomah	75,296	81,920	82,028	76,573
Washington	<u>25,359</u>	<u>32,631</u>	<u>34,482</u>	<u>33,096</u>
TOTALS	125,415	145,290	148,691	143,754

XXII

A COMPARISON OF CURRENT TOTAL POPULATION, "RISK GROUP" POPULATION, AND
COMMITMENTS TO STATE CORRECTIONAL INSTITUTIONS, BY APPLICANT COUNTY

	TOTAL POPULATION Year: 1979		RISK GROUP POPULATION Males 15-29 Year: 1980		INSTITUTIONAL COMMITMENTS Year: 1979	
	NUMBER	PERCENTAGE	NUMBER	PERCENTAGE	NUMBER	PERCENTAGE
<u>MID-VALLEY</u>						
Marion	191,000	7.51%	26,242	7.29%	90	5.08%
Polk	46,000	1.81%	6,911	1.92%	22	1.24%
Yamhill	<u>51,200</u>	<u>2.01%</u>	<u>6,904</u>	<u>1.92%</u>	<u>25</u>	<u>1.41%</u>
TOTALS	288,200	11.33%	40,057	11.13%	137	7.73%
<u>METROPOLITAN</u>						
Clackamas	231,000	9.08%	30,739	8.54%	74	4.17%
Multnomah	558,600	21.96%	81,920	22.75%	492	27.75%
Washington	<u>222,100</u>	<u>8.73%</u>	<u>32,631</u>	<u>9.06%</u>	<u>59</u>	<u>3.33%</u>
TOTALS	1,011,700	39.77%	145,290	40.35%	625	35.25%

SOURCE: Total Population - 1979 P.S.U. Published Estimates
Risk Group Population - P.S.U. Revised Projections - 5/80
Institutional Commitments - Corrections Division

THE TASK FORCE FINDINGS, RECOMMENDATIONS
AND RATIONALES

FINDINGS, RECOMMENDATIONS, AND RATIONALES

The Task Force focused its inquiry in four areas: 1) an analysis of present and future corrections facilities space needs; 2) an examination of potentially advantageous working relationships between local and state governments in the construction and operation of Regional Correctional Facilities; 3) the anticipated interrelationships between Community Corrections and Field Services programs and Regional Correctional Facilities; and, 4) the statutory implications of recommendations in the previous three areas. Following are the Task Force Findings and Recommendations organized into these four areas.

SPACE NEEDS

FINDING: The immediate need for seven hundred and fifty (750) additional medium security beds in the Portland metropolitan area. Three hundred of these beds are found to be needed for sentenced misdemeanants and minor felons from Clackamas, Multnomah and Washington counties. The remaining four hundred and fifty beds are found to be needed by the State.

RECOMMENDATION: *As a first priority, the construction of seven hundred and fifty new medium security bed spaces for the combined use of Clackamas, Multnomah, and Washington counties and the State.*

RATIONALE: The 1976 Governor's Task Force on Corrections found that "overcrowding has become a major problem in Oregon's three state institutions...." The reported extended capacity of the institutions at that time was 2,770 beds. The actual institutional population count on October 1, 1976 was 2,744.

Today the extended capacity of the Division is 2,861 with an actual population on June 1, 1980 of 2,857. No major facility expansion has occurred during the intervening four years. The extended capacity is made possible through double-celling and conversion of office and recreation space to dormitory usage. The present "single cell" capacity (including 50 sq. ft. per inmate dormitory space) is 2,547 beds. An additional four hundred and fifty state beds would extend the "single cell" capacity of the state system to 140 beds above its June 1, 1980 actual population.

The Task Force subcommittee on Space Needs reported overcrowded conditions in numerous local correctional facilities, citing ten county jails with combined populations over maximum of 134.

Other factors considered by the Task Force were continuing increases in reported crime, arrests, and felony filings, and the projected rapid growth in general population for the state for the remainder of the century.

The three hundred bed allocation to the Metropolitan region was based upon estimates of local need presented orally to the Task Force during its application review and a projection prepared by Task Force staff based upon jail usage patterns during the period 1975-1980.

* * * * *

FINDING: During the following two decades, the State should anticipate additional bed space needs outside the Portland metropolitan area.

The Mid-Valley region is projected to have an additional 120 bed need for sentenced misdemeanants and minor felons by the year 2000.

RECOMMENDATION: *As a second priority, the State should consider the construction of a 320 bed medium security Regional Facility for the combined use of Marion, Polk and Yamhill counties and the State.*

RATIONALE: While the need for immediate facilities relief was not found to be as great in the Mid-Valley area as in the Portland metropolitan area, projections provided in the application for assistance received from this region indicate a need for 120 to 140 more beds to meet local needs in the next 20 years. Risk group projections indicate an increased state bed need of approximately 200 beds above its June 1, 1980 actual population. The combination of anticipated local and state system needs of 120 and 200 beds respectively, resulted in the recommendation for a 320 bed facility in the Mid-Valley area.

* * * * *

FINDING: Pressures to move to a single cell mode of operation may require short-term bed space relief not available through the construction of a new facility.

RECOMMENDATION: *The State examine the possibility of adding new bed spaces to existing county facilities in the event short-term relief is required.*

RATIONALE:

It is anticipated that the planning and construction of a Regional Correctional Facility will require 3-5 years. If authorization to proceed were received in the 1981 legislative session, occupancy could probably not be expected before 1985. Added space to existing local facilities can be accomplished much more rapidly, thus providing short term relief to the state system. Long term bed space relief to the localities in which the additions would be built could occur through later acquisition of these bed spaces by local governments.

* * * * *

FINDING:

There is a need to construct new facilities to meet nationally recognized standards.

RECOMMENDATION:

New correctional facilities in Oregon should be constructed to meet the standards established by the American Correctional Association.

RATIONALE:

To ensure a high quality correctional system and to avoid the potential management problems attendant with court challenges of deficient programming and facilities operations, the State should construct its correctional facilities to meet nationally recognized standards.

CONTINUED

1 OF 2

STATE/LOCAL RELATIONSHIP

FINDING: The management of Regional Correctional Facilities requires long-term stability.

There exists a need for increased options for inmate placement within the state corrections system.

RECOMMENDATION: *The State assume management responsibility for Regional Correctional Facilities.*

RATIONALE: Career managers will provide the stability and experience necessary to ensure that Regional Facilities will be of maximum benefit to the State. State management of these facilities will also provide added flexibility in management of inmate populations throughout the state system. Further, this management approach appears best designed to avoid duplication of habilitative programming.

* * * * *

FINDING: Local governments are unable to provide the funding necessary to assist in the construction of Regional Correctional Facilities.

RECOMMENDATION: *Construction of Regional Correctional Facilities should be 100% funded by the State.*

RATIONALE: The combined effects of the recession, inflation, and property tax limitations have placed local governments in particularly difficult fiscal circumstances. The alternative revenue producing source available to the counties, bonding, presents substantial obstacles when attempted for purposes of inter-county funding of construction. Further, experience with

inter-county bonding is limited. While it is recognized that the State is also facing budgetary pressures, the Task Force felt the State to be in a stronger position to provide resources for correctional facilities development than combinations of county governments. State funding could be accomplished by two means - appropriations from general revenues; or, through bonding. Use of the State's bonding authority for correctional facility construction would require a constitutional amendment and voter approval of a levy.

* * * * *

FINDING: Individual government entities should each be responsible for the costs of operating their corrections systems.

RECOMMENDATION: *Participating counties should pay for the bed spaces and programs utilized by them in a Regional Correctional Facility on a cost per diem basis.*

Participating counties should obligate for a minimum number of bed spaces in a Regional Facility.

RATIONALE: The payment for space utilized on a cost per diem basis will allow each county to assume full responsibility for the operations costs associated with the incarceration of misdemeanants and minor felons sentenced to the regional facility. County obligation for a minimum number of bed spaces is required for sound fiscal and operations management.

COMMUNITY CORRECTIONS/FIELD SERVICES

FINDING: The State can minimize both program and operating costs associated with a Regional Correctional Facility by making full use of community corrections programs.

RECOMMENDATION: *The State formulate, as a part of its planning effort for regional facilities, an operations program that takes full advantage of services now available through Community Corrections and Field Services programs.*

RATIONALE: Existing Community Corrections and Field Services programs provide numerous services which should become complementing program elements of a Regional Correctional Facility. These services include: pre-release planning; education and vocational placement; mental health and alcohol counseling services; and, probation and parole supervision. The State should avoid costly duplication of services through planning efforts which ensure full utilization of existing community corrections and field services programs.

* * * * *

FINDING: That community corrections programs have been effective in relieving population pressures on both local and state correctional facilities and will provide continued cost-effective complements to Regional Correctional Facilities.

RECOMMENDATION: *Community corrections programs be maintained at their present levels of funding.*

RATIONALE: If credible community-based supervision services were not available to the courts as primary sentencing options, experience indicates that commitments to both local and state correctional facilities would increase. The recommendations for facility expansion contained in this report were developed from the assumption that existing non-institutional sentencing options would not be diminished.

* * * * *

FINDING: That counties not requesting assistance in the development of Regional Correctional Facilities are also in need of additional financial support to maintain and upgrade their correctional program services.

RECOMMENDATION: *The community corrections "payback" be eliminated for counties that do not have Regional Correctional Facilities services available to them.*

RATIONALE: Those counties not receiving the benefit of additional bed space provided by the State through Regional Facilities should receive equitable compensation to assist in the improvement of their corrections systems. The elimination of the community corrections payback provides one avenue of compensation to those counties not able to benefit from the Regional Facilities program.

STATUTORY IMPLICATIONS

FINDING: The siting of Regional Facilities may present great difficulties under existing law.

RECOMMENDATION: *The Legislature enact a law, modeled after ORS Chapter 773 (which established landfill siting procedures for the Department of Environmental Quality in the Metropolitan Service District), for the siting of Regional Correctional Facilities. The new law should enable counties to first attempt to site Regional Correctional Facilities. However, if the county governments failed to do so, then the authority for siting would rest with the State Corrections Division.*

RATIONALE: Since the development of regional facilities is seen to be in the interests of both the user localities and the State as a whole, siting of these facilities should not be inordinately detained as a result of the failure of local governments in a region to agree on appropriate location.

* * * * *

FINDING: One hundred percent state funding of Regional Correctional Facilities requires a modification of existing statutes.

RECOMMENDATION: *ORS 169.680 (2) be repealed.*

RATIONALE: The State is presently a more effective funding source for cooperative inter-county/state construction efforts than the counties themselves.

* * * * *

FINDING: Modification of the Community Corrections Act "payback" provisions requires an amendment of existing statutes.

RECOMMENDATION: *ORS 423.530 be amended to eliminate the "payback" requirement for counties that do not have the resources of a Regional Correctional Facility made available to them.*

RATIONALE: Counties that do not have a pressing need for additional bed space for the housing of sentenced misdemeanants and minor felons nevertheless have continuing needs for assistance in upgrading their corrections systems.



END